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ABSTRACT

The report is an evaluation of the economic content and teaching strategies of social studies textbooks that are used in grades one through six. The study, supported by the Sears-Roebuck Foundation, was part of a kindergarten through grade twelve assessment of the treatment of economics in social studies textual materials made under the direction of the Joint Council on Economic Education. The primary purpose of the project was to provide information that might lead to an improvement in social studies texts. Ten widely used textbook series published after 1967 were selected and evaluated by a committee composed of one social studies curriculum specialist, two economists, and six teacher teams. Content criteria used were those recommended by the Task Force Report. Major findings were that: 1) there is increased coverage and more systematic treatment of economic content in new textbook series; 2) the most systematic treatment of economics is in the textbooks for primary grades; 3) there is inadequate treatment of the market system in the intermediate grade texts; 4) there is a lack of structure of economics; 5) materials are marred by inadequate or inaccurate definitions and by errors of analysis; 6) three major considerations accounted for the general inadequacies of the textbook series. Related documents are SO 006 760, SO 006 761, SO 006 762. (Author/RM)

ED 086585

Economics in Social Studies Textbooks

An Evaluation of the Economics and the Teaching Strategies in Social Studies Textbooks, Elementary Grades (1-6)

by Donald G. Davison, John H. Kilgore and Larry G. Sgontz

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Joint Council on Economic Education

Donald G. Davison, John Kilgore and Larry G. Sgontz

ED 086585

Economics in Social Studies Textbooks

An Evaluation of the Economics and the Teaching Strategies in Social Studies Textbooks, Elementary Grades (1-6)

1973

Joint Council on Economic Education

The Committee responsible for examining the economic content of elementary social studies textbooks consisted of two economists, one social studies curriculum specialist and six teacher teams with usually two teachers per team.

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Preface

Economic education is becoming a reality in the school curriculum. Rapid progress depends, however, on several factors including teacher competence in the area and materials adapted to the particular maturity level of the students. We have always believed that economics is a continuing sequence of study beginning with grade 1 and continuing through the undergraduate years. Efforts are being carried out to improve economic education at all these levels.

Through the years, teachers have stressed the need for good materials to help in achieving economic understanding by their students. The Joint Council and other groups have attempted to fill this need as is witnessed by the variety of bibliographies we have produced. These cover pamphlet materials, audiovisuals, games and simulations, and children's stories. Numerous teacher's guides have been produced. All these materials have been helpful. But the fact remains that the basic material for student study is the textbook.

Because of this and because of its desire to contribute to better economic education, The Sears-Roebuck Foundation agreed to sponsor the first authentic evaluation of economics in the social studies textbooks, grades 1-12. The report would be another milestone in the Joint Council's efforts to be of assistance to authors, publishers and teachers. By such an evaluation, guidelines for new texts and revisions of old ones would be established and the improvements that have been made slowly over the years in texts would be immeasurably accelerated.

The Joint Council expresses its deep appreciation to The Sears-Roebuck Foundation for the support it has given to this project. This is but one of a number of projects for the improvement of economic education that have been made possible by the Foundation over the years.

We are indebted to those who prepared the reports and they are identified in the text. The assignment was difficult and time-consuming and called for critical judgments. George G. Dawson and S. Stowell Symmes of our staff, who prepared the introductory chapter and shepherded the project to completion, deserve our appreciation as well.

The Joint Council will make every effort to cooperate in making the recommendations of the report a reality.

April 1973

M. L. Frankel, *President*
Joint Council on Economic Education

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PART ONE

General Introduction

This General Introduction was prepared by George G. Dawson, Director of Research, and S. Stowell Symmes, School Services Program, Joint Council on Economic Education.

In late summer of 1971, the Joint Council on Economic Education began intensive planning for an analysis and evaluation of the treatment of economics in social studies textual materials used in the elementary and secondary schools.[1] Financial support was received from The Sears-Roebuck Foundation.

Purpose

The primary purpose of the project was to provide information that might lead to an improvement in social studies texts. Numerous studies have been made of textbooks in recent years. In 1968, for example, *A Report on the Treatment of Minorities in American History Textbooks* was produced by the Michigan State Department of Education in Lansing. In 1970, Robert D. Price and Thelma Spencer reported on "Elementary Social Studies Textbooks and Their Relevance to the Negro Child" in *The Social Studies* (April 1970). In 1971, Michael B. Kane's *Minorities in Textbooks: A Study of Their Treatment in Social Studies Texts* was published by Quadrangle Books, Inc. Also in 1971 Thomas E. Fox and Robert D. Hess of Stanford University shared with the Joint Council the preliminary results of their study of the treatment of race relations, income distribution, political processes and ecological practices in social studies textbooks for grades 3, 5 and 9. And, of course, Norman Townshend-Zellner's study, "A New Look at the High School Economics Texts," was published in the fall 1970 issue of *The Journal of Economic Education*.[2]

While the Joint Council attempted to learn from other textbook studies, examining their procedures as well as their findings, it also hoped to avoid some of the practices associated with earlier work. In particular, it should be

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[1]For a forerunner to this textbook evaluation project, see "Economics in the Schools: A Report by a Special Textbook Study Committee of the Committee on Economic Education of the American Economic Association," *American Economic Review*, 53 No. 1, Part 2 (March 1963), Supplement.

[2]For other examples of textbook studies see Elizabeth Burr, Susan Dunn and Norma Farquhar, "Women and the Language of Inequality," *Social Education* (December 1972), 841-845; Foundation for Change, *Racism Rating: Textbook Evaluation by the Mexican American Education Commission*, New York: Foundation for Change, 1972; Indian Historian Press, *Textbooks and the American Indian*, San Francisco: Indian Historian Press, 1970; Michael Kane, *Minorities in Textbooks: A Study of Their Treatment in Social Studies Texts*, New York: Quadrangle Books, 1971; Task Force on Racism and Bias, *Criteria for Teaching Materials in Reading and Literature*, Urbana, Ill.: National Council of Teachers of English, n.d.; Will Scoggin, "The Anti-Labor Bias in Schoolbooks," *AFL-CIO American Federationist* (December 1967), 10-13; Albert Alexander, "Does the American History Textbook Still Wear a Grey Flannel Cover?" *Social Education* (March 1969), 305-308.

clear that the purpose of the Joint Council was *not* to mount one more assault on already beleaguered publishers and authors. Nor was it intended to gain publicity through sensational headlines reporting gross inadequacies on the part of the producers of text materials.

The Joint Council's aim was entirely a positve one. In the judgment of most of the committee members participating in this study and of the Joint Council staff members involved, the social studies textual materials of today are vastly superior to those of ten or fifteen years ago. Most authors and publishers have done a superb job in making their materials more interesting, attractive, relevant, scholarly and in tune with the newer teaching strategies. The purpose, then, was to make a good job even better. Hopefully, authors and publishers will be able to strengthen and improve the economics components of their materials with the help of this report. Textbook selection committees in the schools will *not* be told which is the "best" book to buy, but the report will alert them to the kinds of things they should be looking for if they are concerned with better economic education. Classroom teachers will be apprised of the strengths and weaknesses which texts have in the area of economics, and will thus be able to capitalize on the former and prepare to compensate for the latter. Teacher-training programs, such as economic education workshops and regular courses in methods, can use the report as an example of how textbooks can be evaluated and perhaps as a model for trainees engaging in similar studies. Those interested in research in economic education will find the report of value in tracing the history of the teaching of economics at the precollege level, and again as a possible model for their own evaluation and research efforts. Finally, organizations such as the Joint Council will be able to identify areas for which supplementary materials are needed.

Committee Selection

Four committees were selected by the Joint Council to study the materials and prepare the data for the reports. The membership was to include both economists and educators familiar with conditions and teaching practices at the relevant levels. Each of these committees was based at one of the Joint Council's affiliated Councils or Centers for Economic Education. The Committee to Study Elementary School Texts, chaired by Donald G. Davison, was based at the Iowa Council on Economic Education, The University of Iowa, Iowa City. The Iowa Committee included, in addition to Davison, an Associate Professor of Economics at the University of Iowa, the Social Studies supervisor from the Des Moines Public Schools, and six teams of teachers from Iowa schools. Each of the teacher teams was made up of two or three persons representing different grade levels. Some of these teachers are winners of Kazanjian Awards for the Teaching of Economics. Davison and his associates have had vast experience in preparing economics materials for elementary school use and in testing and evaluating such material.

The Center for Economic Education at Tufts University in Medford, Massachusetts, provided the Committee to Study Junior High School Materials. Chairing the Committee was George G. Watson, Jr., Director of the Center and a social studies teacher in Winchester High School, Winchester,

Massachusetts. The other members included the Deputy Chairman of the Economics Department at Tufts University, an Assistant Professor of Economics at Tufts, a middle-school social studies teacher, and a former director of social studies from the Winchester Public Schools.

The Committee to Examine High School Textbooks in Government and Civics, Problems of Democracy, Geography, Anthropology and Sociology was located at Purdue University, under the direction of Dr. Dennis J. Weidenaar, Director of the Purdue Center for Economic Education. The other members were the Director of the Indiana Council on Economic Education, an Associate Professor of Economics at Purdue, and an Associate Professor of Social Studies Education at Purdue.

Dr. James B. O'Neill, Director of the Center for Economic Education at the University of Delaware in Newark, Delaware, assembled and led the Committee to Study Eleventh and Twelfth Grade United States and World History Textbooks. It included a member of the University's Economics Department, the Social Studies Coordinator of the Newark Public Schools, and a Professor from the University's College of Education.

How the Committees Functioned

The selection of materials for examination was not a simple matter. The general plan was to include social studies textual materials intended for use as basic sources of information for students, along with materials developed explicitly for student and teacher use in conjunction with the selected texts. Pamphlets, games, audiovisual aids and other supplementary learning materials were to be excluded. Since high school economics textbooks have been evaluated already (see the Townshend-Zellner report), and since textbooks devoted entirely to economics are uncommon at the elementary and junior high school levels, materials intended specifically for the teaching of economics were not included.

The elementary school committee concentrated on textbook series published in 1968 or later. The 1968 date is somewhat arbitrary, but it seems reasonable to conclude that materials published before 1968 will be dropped by many school systems within five years. The Committee could thus concentrate upon texts which are fairly recent and upon revisions of earlier publications. In effect, then, the books examined probably reflect those which will be used more frequently in the 1970's because they are available, are on adoption lists, or will be on such lists. Most of the series were produced by major textbook publishers with a nationwide market. To ascertain whether or not the selected books are indeed being used, the Joint Council sent a questionnaire to over 100 school systems, listing the texts and asking the respondents to indicate whether the series is being used in toto, in part or not at all. Although it cannot be said with great confidence that the 50 systems which replied represent a truly random sample of American school systems, they do range from small (less than 2,000 pupils) to very large (572,000 pupils). Total enrollment in the reporting systems approaches 2.5 million pupils. If we can assume that this is a representative sample, the results of the questionnaire indicate that the selected series are widely used. The elementary committee planned to examine 12 series, but reduced this to ten

when material they considered vital to two of the series could not be obtained. Unfortunately, some new material was not included because it was not available in time. (This includes, for example, the revision of Lawrence Senesh's *Our Working World* series, which was not in print until 1973.)

The junior high school committee compiled a list from Bowker's bibliography of textbooks in print, wrote major publishers for copies of the titles identified, requested information on any new material that might be available, and made personal contact with publishers' representatives at the annual meeting of the National Council for the Social Studies. As a result, 39 books were obtained and examined. Again, 1968 was used as the cut-off date. Although works intended for senior high schools are sometimes used in grades 7, 8 or 9, these were not taken into consideration by this committee.

After having examined the Bowker list, the Committee on High School Government, Problems of Democracy, Geography, and Sociology and Anthropology books wrote to state education departments in the ten most populous states in the nation, asking for lists of the textbooks used. Four states replied (California, Indiana, Texas and Wisconsin). Any book used by at least two states was selected for study. In addition, this committee examined some new materials which are well-known but were not reported by the responding states, possibly because they are too new to have been widely adopted. An example is the material emanating from the High School Geography Project. The final selections were checked with several specialists in social studies education, who affirmed that the choices were probably representative of the most widely used materials or of materials which will probably be adopted in many school systems. Nothing predating 1968 was included.

The Committee on High School History Texts found 62 books in the Bowker listing published since 1967. Since it was not possible to examine all of them, the committee decided to select a sample. They also chose one book published before 1967, because this text is so widely used that it would have been unwise to exclude it. Other criteria were that the books be representative of those widely used in classrooms throughout the nation, that the authors be persons "respected in their fields," and that the materials represent works in which history is reinforced by other social science disciplines. Furthermore, the sample would have to contain books representing (1) the traditional, historical narratives still used in many schools; (2) historical narratives enlarged to include other social science disciplines; and (3) materials in which critical thinking/inquiry skills are systematically developed throughout. Nine books on world history were chosen. (There were 16 world history texts in the Bowker list.) Of the 46 United States history texts in the Bowker list, ten were selected.

The Joint Council questionnaire described above (in reference to the elementary school materials) was also used for the secondary texts, and the results would seem to indicate that the works chosen by the junior and senior high school committees are fairly representative.

The major problem for the committees was the decision on how to make the analyses of the selected materials. While the project was still in the planning stage, members of the Joint Council staff met to discuss this

matter. This group attempted to spell out the duties of each committee, to establish criteria for assessing the economic content of the materials, and to develop a uniform work sheet for committee use. Each committee was charged with the responsibility of selecting the materials to be examined; of reporting on the range of economics included in the texts, the relative emphasis upon various aspects of economics found within the books, the quality of the presentation of economics, and the suitability of the economics components for the intended users of the textbooks; and making recommendations for improvements, if necessary.

In considering the adequacy and appropriateness of the economics components, the committees were advised to use as a framework the ideas and concepts listed below. (These were obtained from James D. Calderwood's *Teachers Guide to Developmental Economic Education Program, Part One,* which in turn reflects the content recommended by the well-known Task Force Report. Calderwood's booklet was published by the Joint Council in 1964. The Report of the National Task Force on Economic Education, *Economic Education in the Schools,* is available from the Joint Council at $1.50 per copy.) This content outline was used for common reference. It was *not* assumed that each book should have all the ideas in it, nor was it considered essential that each series contain every concept in the outline. The books were not judged against the Task Force Report. The Joint Council simply wanted to know what was included and what was not, so that recommendations for the production of supplementary material could be made.

ECONOMIC IDEAS AND CONCEPTS

I. **The Importance of Economics and the Nature of Economic Understanding**

A. WHY ECONOMICS IS IMPORTANT
1. Dealing with economic problems
2. Making economic decisions
3. Developing capacity to think objectively

B. WHAT ECONOMICS IS and WHAT IT IS NOT
1. Economics as a social science
2. Microeconomics and macroeconomics
3. Abstract reasoning
4. Scientific method and economic theory
5. Statics and dynamics
6. Value judgments
7. Economic skills

II. **The Central Economic Problem in All Societies: Wants, Scarce Resources, the Need for Decision-Making, and the Need for an Economic System**

A. ECONOMIC WANTS
1. Defined and identified

2. Their never-ending nature

B. CONSUMPTION, CONSUMERS, AND CONSUMPTION GOODS AND SERVICES
   1. Meanings of terms
   2. Consumption goods in contrast to capital goods

C. PRODUCTION AND PRODUCERS
   1. Need for production
   2. Meanings of terms
   3. Middlemen as producers

D. PRODUCTIVE RESOURCES *or* THE FACTORS OF PRODUCTION
   1. Land *or* natural resources
   2. Labor
   3. Capital goods *or* capital
   4. Entrepreneurship

E. THE PRINCIPLES OF PRODUCTION
   1. Technological progress
   2. Division of labor *or* specialization
   3. Labor productivity
   4. Saving, investment, and capital formation
   5. The principle of diminishing returns

F. SCARCITY AND THE NEED FOR DECISION-MAKING
   1. The basic fact of economic life
   2. Economizing or the allocation problem
   3. Opportunity cost

G. THE NEED FOR AN ECONOMIC SYSTEM
   1. An economic system defined
   2. Any economic system must answer four questions
   3. Economic systems vary widely

III. **The Modified Market Economy of the United States**

A. PRIVATE-ENTERPRISE ECONOMY
   1. Private enterprise
   2. Modified private enterprise or mixed economy
   3. Free enterprise

B. PROFITS AND THE PROFIT MOTIVE
   1. Profit
   2. The profit motive

C. THE CIRCULAR FLOW OF INCOME
   1. In general
   2. Between business and the public
   3. Between the public and the government
   4. Between savers and investors
   5. Significance

D. MARKETS
   1. The market as an institution
   2. Decentralized decision making
   3. The market as a mechanism
   4. The market as an organized situation permitting buyers and sellers to deal with one another
   5. Supply and demand interacting upon each other
   6. Some goods and services not provided through the market

E. DEMAND AND SUPPLY
   1. Demand
   2. Supply
   3. Elasticity of demand

F. PRICES
   1. Definition
   2. Determination
   3. Other terms
   4. Changes as regulators of a price-directed economy

G. COMPETITION
   1. Definition
   2. Characteristics of a competitive market
   3. Price competition
   4. Non-price competition
   5. Effects

H. MONOPOLY
   1. U. S. economy not one of pure competition
   2. Definition
   3. Economic significance

I. PUBLIC POLICY TOWARD MONOPOLY
   1. Responses to problem of monopoly
   2. Basic philosophy
   3. Dilemmas
   4. Case of government regulation of business
   5. Price fixing and quality control
   6. Economic significance
   7. Characteristics of regulated industries

J. ECONOMIC ROLE OF GOVERNMENT
   1. Modified private enterprise
   2. Regulatory function
   3. Allocation of resources through taxing and spending (public receipts and expenditures)
   4. Economic issues in deciding its extent (national defense, welfare, etc.)

K. OTHER MARKET IMPERFECTIONS
   1. Advertising
   2. Discrimination

IV. Economic Growth and Stability

A. ECONOMIC GROWTH

1. Increase in per capita output
2. Importance of rapid growth
3. Productive capacity as a limiting factor
4. Effective demand as a prerequisite

B. ECONOMIC STABILITY

1. Meaning
2. Inflation
3. Depression and recession
4. The problem

C. MEASURING THE PERFORMANCE OF THE ECONOMY

1. Household budgets
2. Balance sheet and income statement in bookkeeping and accounting
3. Social accounting *or* national income accounting
4. Gross National Product
   - Rate of growth
   - Real GNP *or* real output
5. National Income
6. Personal and Disposable Income
7. Index numbers

D. MAIN FORCES DETERMINING THE LEVEL OF NATIONAL PRODUCTION AND INCOME

1. Changes in total spending or total effective demand
2. Fluctuations in private investment *or* business spending
3. Variations in consumer spending
4. Dynamic interdependence

E. FISCAL POLICY FOR ECONOMIC STABILITY

1. Fiscal policy
2. Government spending
   - Government purchases of goods and services
   - Transfer payments
3. Tax changes
4. Compensatory fiscal policy
   - Federal budget
   - Budget surplus or deficit
5. National debt and public debt

F. MONEY, BANKING AND MONETARY POLICY FOR ECONOMIC STABILITY

1. The nature and functions of money
   - Demand deposits *or* checking accounts
   - Money as a medium of exchange and as a standard and store of value

   Money spending and the velocity of circulation

2. Where does money come from?
   - Lending and investing activities of banks
   - Credit and debt
   - Bank reserves
3. How does the government try to control the money supply and for what purpose?
   - Federal Reserve System
   - Monetary policy *or* monetary management
4. Effectiveness of monetary policy
5. The role of gold
6. Cost-push and administered price inflation

V. Distribution of Income

A. MARKET DETERMINATION OF INCOME
   1. Money incomes
   2. Real incomes
   3. Differences in income

B. ECONOMIC JUSTICE
   1. Inequality in income distribution
   2. Redistribution of Income

C. ROLE OF PROFITS

D. PERSONAL DISTRIBUTION OF INCOME

E. LABOR, WAGES, AND LABOR UNIONS
   1. Labor productivity
   2. Real wages and money wages
   3. Unions and collective bargaining

F. FARM INCOMES

G. THE DESIRE FOR ECONOMIC SECURITY

VI. The United States and the World Economy

A. IMPORTANCE OF WORLD TRADE AND INVESTMENT TO UNITED STATES
   1. Exports
   2. Imports
   3. International investment

B. BASIS OF WORLD TRADE

C. ECONOMIC PROBLEMS IN WORLD TRADE
   1. Foreign exchange rates
   2. The Balance of Payments
      - Deficit in Balance of Payments
      - Exchange control

3. Tariffs
   Protecting new industries
   Providing economic self sufficiency
   Protecting jobs and wages of domestic workers

VII. Other Economic Systems

A. THE SPECTRUM OF ECONOMIC SYSTEMS

B. THE CHANGING NATURE OF ECONOMIC SYSTEMS

* * *

The Joint Council staff members also selected a few textbooks at random and examined them in an effort to arrive at a feasible method of analysis. The result, after considerable trial and error, was a work sheet containing six columns with the following headings:

1. What concepts, generalizations and principles are treated?
2. Are the concepts important and treated in an analytical manner?
3. Is the order of the economic content systematic?
4. Are the economic concepts, generalizations and principles defined, stated or explained accurately?
5. How understandable and interesting is the treatment of the economics for the intended audience?
6. How useful are the teaching aids?

Other information called for on the work sheet included the authors and titles of the books, copyright date, number of pages (total), number of pages devoted to economics, courses and grade levels for which the materials are suited, and the name of the evaluator. Evaluators were also asked to attach to the work sheets statements summarizing their judgments and recommendations. A detailed statement of what was meant by each of the six criterion statements above was prepared and distributed by the Joint Council (see the Appendix, page 20).

In September of 1971, several members of the Joint Council staff met with the chairmen of the committees. Here, the committee chairmen were again apprised of their assignments and responsibilities, a tentative timetable was agreed upon, and the evaluative criteria were discussed. This was an important conference, for it was here that the 1968 cut-off date was decided upon, that selection criteria were established, and that methods of operation were developed. For example, it became clear that the criteria for the elementary school materials could not be identical with those for the secondary textbooks. This was because of the way in which the materials are written, and the fact that there is very little macroeconomics in books designed for kindergarten through grade six.

Although the work sheets and the established criteria proved valuable, the committees often found that departures were necessary in the case of individual publications which did not adhere to the expected patterns. The rigidities inherent in the work sheets were easily overcome by writing narrative evaluations. A single evaluator might provide as many as four different documents for each book he or she examined—the work sheet (Form A),

the "summary conclusions" sheet (Form B), a "recommendations and changes" sheet (Form C), and a narrative evaluation, if necessary. In some instances, two or more evaluators examined the same material, so that the comments on a given publication might easily run to many pages. Often committee members sought "second opinions" from other economists or educators (persons not on the committees) to validate their judgments.

After the work sheets and other "raw material" had been re-examined by each committee, and the essence of the individual reports consolidated into the four comprehensive general reports, most of the working documents were sent to the Joint Council. The reports were read by several members of the Joint Council staff. Their comments and criticisms were sent to the committee chairmen, who then provided further information or modified their reports in accordance with the comments and criticisms. Two educators outside the Joint Council, and not in any way connected with the project, were asked to read some of the reports. One reader is an experienced editor of social studies textbooks and materials. The other is a professor of education and head of the teacher-training division of a college in New York City. The first person received one of the reports; the second read three of them. They offered valuable advice on the way in which the reports should be written, and changes were made accordingly. Both of these educators expressed the opinion that the reports were well-done and should prove valuable to publishers and educators.

One Joint Council staff member selected one of the elementary level textbook series and several of the secondary books that had been examined by the committees and made an analysis himself. This does not imply a lack of confidence in the committees, but a desire to test the assessment procedures. The staff member studied and wrote his own evaluations of the materials, and then compared these evaluations with the work sheets and other individual reports submitted by the committees. His comments agreed with those of the committee evaluators in almost every respect. The committee evaluations of one of the elementary series were sent to a college professor who had served as a consultant in the development of those books. (The author could not be reached.) Although this educator explained that his involvement in the project had been marginal, he felt the committee's comments to be "accurate and fair." Efforts were made to obtain the reactions of some of the authors to comments on their works, but unfortunately this could not be done in time for this report.

Another means of checking an evaluation study is to compare the results with other research in the same area. No other study duplicates this one, but some others do overlap. In his study "Populism in High School Textbooks," Andrew C. Peiser found that history textbooks were "deficient in their analyses of basic economic issues. . ." (*Social Education*, April 1973, p. 308). Peiser was referring specifically to economic issues relating to Populism, but his findings do fit the pattern discovered by the committee evaluating high school history textbooks. The study by Fox and Hess, cited earlier, also agrees with the elementary committee's observations, where it is possible to make comparisons. In an article entitled "Curriculum Reform and Social Studies Textbooks" (*Social Education*, April 1973), Barbara Capron, Cheryl Charles and Stanley Kleiman comment on some of the

A.

Book title: _____
Author: _____
Copyright date: _____
No. of pages: _____ No. of pages of economics (if appropriate): _____
Course (s) or grade level: _____

WORK SHEET

Sheet No. _____

Evaluator: _____
Date: _____

Note: Please attach summary judgment of this book (B), and recommendations (C).

CRITERIA

I	II	III	IV	V	VI
What concepts, generalizations and principles are treated?	Are the concepts important and treated in an analytical manner?	Is the order of economic content systematic?	Are the economic concepts, generalizations and principles defined, stated, or explained accurately?	How understandable and interesting is the treatment of the economics for intended audience?	How useful are the teaching aids?

B.

SEARS-ROEBUCK TEXTBOOK EVALUATION
SUMMARY CONCLUSIONS

Book Title: _____
Author: _____
Copyright date: _____

Evaluator: _____
Date: _____
Use additional sheets if necessary.

C.

SEARS-ROEBUCK TEXTBOOK EVALUATION
RECOMMENDATIONS AND CHANGES

Book Title: _____
Author: _____
Copyright date: _____

Evaluator: _____
Date: _____

books examined by the economic education committees. It was not their intent to assess the adequacy of the economics content, but their general observations are very much in accord with those of the committees. One elementary level series which they examined was seen as coming "closer than most presently available to treating the social sciences in an interdisciplinary way." This series also made a highly favorable impression on the elementary committee. (The series was fairly strong in economics content. Perhaps it is no coincidence that one of the authors has a degree in economics and has taught economics at the college level.)

Summary of Findings

Elementary Level

The elementary materials committee generally had high praise for authors and publishers. They found "increased coverage and more systematic treatment of economic content in new textbook series." The primary level books (grades 1-3) were considered to be more nearly adequate in the development of economic concepts than the intermediate materials (grades 4-6), although some weaknesses continue to exist. Greater efforts should be made to strengthen the "development of simple relationships among key concepts." Intermediate level books were considered to be inadequate in their treatment of the market system, and some "misuse of technical concepts" was discovered. Some of the materials "are marred by inadequate or inaccurate definitions and by errors of analysis," and there is often an absence of "a well-developed economic model. . . ." Generally, the committee sees the need for sequential development of economic concepts from the primary grade through grade 12. The report ends with several practical suggestions whereby authors and publishers might strengthen their works in terms of economic content.

Junior High School Level

The junior high school committee thought that the newer books were excellent texts in many respects and generally superior to those of the past. However, it was also concluded that "most junior high school students will not attain a satisfactory level of economic understanding" from the social studies materials available to them. The pupils will learn some economics (for example, the existence of business cycles), and some economic history, but their knowledge will be confined largely to facts. The ability to analyze economic issues will not be instilled by the materials. An "absence of sequential concept development" was also found, along with a failure to define basic concepts adequately.

High School Level

Although the committee examining high school textbooks in government, problems of democracy, geography, and sociology and anthropology also found some improvement in some of the newer materials as compared with those of a few years ago, it was concluded that in general the books

"are unlikely to assist a student either to identify an economic problem or to use economic analytical processes." Basic economic concepts were found in all four subject areas examined, but it was also noted that "A good deal of economics is conspicuous by its absence." The committee found too many assertions "without criteria or support," inadequate explanations of economic terms, failures to distinguish between fact and opinion, and little in the way of analysis. Economics was not treated systematically in most of the material, there were errors of fact, out-of-date information, and misapplication of economic concepts. Some texts were praised, on the other hand, for their readable print, charts and graphs, case studies, and wide range of teaching strategies.

The high school history textbook committee concluded that the materials have "come a long way" in recent years in attempting to include more economics. Stimulating exercises with greater student involvement are replacing the "passive narratives" of the past. Unfortunately, however, the economics content tends to lack analytical structure. Some authors attempted to provide a conceptual framework to allow students to practice the use of the analytical tools of the economist, but their success was minimal. Although the importance of economics is recognized in the books, the coverage is too often superficial and confusing.

HOW TO USE THE REPORT

Along with other textbook studies, this report can help to provide information on the status of existing materials and how they compare with earlier publications. Others doing similar assessments might be able to utilize the methods employed by the committees as they selected, examined and evaluated the books. It is unlikely that other researchers would be able to adhere rigidly to the techniques used by the economic education committees, but those techniques might well serve as a general model or at least offer some basic guidelines.

Authors and publishers should study the report very carefully, noting the kinds of things which the committees found to be less than adequate. In revising existing material and in preparing entirely new texts, the committee recommendations should be kept in mind. The Joint Council will *not* make public the comments made on any specific publication in a manner that would enable a reader easily to identify the material. However, authors and publishers may request copies of the working documents pertaining to their own materials. If possible, the Joint Council will send these (with the evaluator's identity removed), but it should be realized that it may not be possible for the Joint Council to honor all requests. In some instances the working documents are in a form that would require interpretation by the evaluator to have maximum utility for the author and publisher. This is because evaluators sometimes found it necessary or convenient to depart from the recommended procedures, used codes or shorthand of their own devising, and the like. The Joint Council can, in such cases, attempt to arrange direct contact between the committee and the author or publisher.

Textbook selection committees, classroom teachers, or others responsible for deciding on the materials to be adopted should find this report to be

a valuable resource. It must be realized, however, that the Joint Council cannot recommend a given text or series. Situations and needs differ greatly in various parts of the country, and even within a given system, school or classroom. Those responsible for textbook selection should first formulate feasible goals. Since it has been shown, beyond all shadow of a doubt, that economics can enliven and enrich every part of the social studies curriculum, that basic economic concepts can be learned at every level, and that economic issues intimately affect everyone, those goals should certainly include the promotion of economic literacy. It is then incumbent upon the persons responsible for materials selection to decide which publications can best help the teacher to achieve the established goals. This report can serve as a frame of reference, or a yardstick against which the texts may be placed. The basic question is: "All other things being equal (such as appropriateness of reading level and suitability of the material for the needs and interests of the intended audience), which text comes closest to meeting the criteria recommended by the economic education committee?" Of course, considerations other than economic content may take precedence. This can result in the adoption of material that is outstanding in some respects but relatively weak in economics. If this is the case, the report can be used by the teacher to identify the deficiencies in economics coverage and attempt to compensate for them. For example, if an economic term is not clearly defined and explained, the teacher should attempt to prepare an accurate definition and be prepared to explain it in a manner that the pupils will understand.

The Joint Council is also compelled to caution the reader against the *mis-use* of this report. First, the task of selecting and evaluating the materials proved to be much more difficult than anyone had anticipated when the project was being planned. Second, in spite of the impressive qualifications of the evaluators and the efforts by the committees and the Joint Council staff to assure objectivity and accuracy, no claim of infallibility can be made. It is possible that some mistakes were made. Furthermore, some of the comments had to be based on subjective judgments. Many parts of the studies simply do not lend themselves to quantification. For example, one book might devote twenty pages to economics while another devotes only ten. Yet, the economics in the latter might be more clearly explained, more up to date, and more closely related to important events than the material in the former. Thus, mere "nose-counting" was often less helpful than the judgments of the evaluators, who have had vast experience in economic education.

Third, the concern of the committees was with the economics coverage in the materials. Thus, a book might be excellent in every other respect, but be severely criticized by the evaluators on the basis of its economics (or lack of it). Criticisms of a work because of inadequate economics, therefore, must not be generalized as criticisms of the publication as a whole. Indeed, some books which were found to be grossly deficient in economics made extremely favorable impressions on the evaluators in other respects.

Fourth, these evaluations are based upon the materials that were made available to the committees in 1971 and 1972. New editions of old books, and completely new materials, are being published all the time. Thus, the comments applying to a given publication might go out of date very quick-

ly. It is less likely that the generalized assessments will become "dated" in the near future, but certainly some modification may be necessary as new items are produced and placed on the market. Already, some new editions have appeared. (Some of these were examined by Joint Council staff members but, in these cases at least, the committee assessments would still apply. That is, as far as their economics coverage was concerned, the new editions did not differ substantially from the old.)

Fifth, the evaluators' judgments are relative rather than absolute. That is, the economics content of most social studies material today is better both quantitatively and qualitatively than it was in the past (there has been *relative* improvement), but it is not as good as it *could* be. Authors and publishers, then, are to be commended for their efforts to include more and better economics at all levels, but are strongly urged to improve even further. With the proliferation of Centers and Councils on Economic Education, the production of specialists in the field of economic education by a number of colleges and universities, the growing number of classroom teachers who are receiving instruction in the teaching of economics (as in the case of The Sears-Roebuck Foundation Fellowship holders), and the existence of hundreds of teachers who have submitted projects to the Kazanjian Awards Program for the Teaching of Economics, there is available to publishers a vast resource pool. There should be little difficulty in finding resource persons willing and able to help to develop the economics components of social studies textual materials.

Finally, the committee reports ought not to be used for commercial advantages. It would be a negation of the positive aim of this project if someone should attempt to identify the book to which a critical comment applies and use such information to promote the sale of a competing text. By the same token, if the subject of a laudatory comment is identified, that comment must not be used in the promotion of the publication. Although it is unlikely that any publisher will do so, the Joint Council must go on record as denying the right of anyone to use the reports for commercial purposes.

Readers are invited to submit comments, criticisms and suggestions to the Joint Council or to the committees directly. Ideas for improving these studies and the reports will be welcome. The Joint Council intends to continue to try to serve publishers and educators as much as possible. To the extent that commercially available materials do a better job in helping to teach economic analysis, the Joint Council's basic objectives are advanced proportionately. In its own publications program, the Joint Council will direct its scarce resources to the areas of greatest need. Through information provided by the evaluation committees and—hopefully—through reactions to these reports coming from teachers in the field, the Joint Council will be able to identify the areas in which there is a need. Of course, many of its existing publications are already helping teachers to fill gaps they find in the texts and other materials available for classroom use.[3] If a greater effort is required, the Joint Council will make that effort.

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[3]For example, see the Economic Topic Series, *Economic Education Experiences of Enterprising Teachers* (10 volumes), the Personal Economics Series, and other items on the current Joint Council *Checklist*.

APPENDIX

The Criteria Statements and Their Interpretation

1. What concepts, generalizations and principles are treated?

   To assure that each committee would focus upon the same set of concepts, the list ECONOMIC IDEAS AND CONCEPTS found on pages 7-12 was used. Books were not judged to be good or inadequate by how many of these ideas they covered, however. The list was designed simply to help identify the ideas that were included and the degree to which these concepts were emphasized. It could also be used to note the economic ideas omitted, but which might have been used to good advantage.

2. Are the concepts, generalizations and principles important and is each treated in an analytical manner?

   Does the book cover key ideas from the discipline of economics? Does it make a distinction between major and minor concepts? Is there more emphasis placed on such major ideas as scarcity, production, opportunity cost, income and market than on minor terms or processes such as "steel is manufactured in Pittsburgh" or "corn is grown in Iowa"? Are the economic concepts illustrated in terms of the pupil's experience? Are they merely descriptive or are they used to explain economic activity, problems or principles?

3. Is the order of the economic content systematic?

   Here, the concern is not for the initial order in which the concepts are presented in the materials, but the final understanding the pupils have of the economic content. For example, an author might want to introduce pupils to the concepts of scarcity and choice-making. Basically, these concepts deal with the relationship between wants and resources, and each could be examined separately. However, a systematic presentation would require that the pupils end up with a number of related ideas: (a) that people have many wants for goods and services; (b) that goods and services must be produced before they can be consumed; (c) that production involves the use of resources; (d) that resources are insufficient to produce all the goods and services wanted; and (e) that since resources are scarce relative to wants, choices must be made as to which wants will be satisfied with the available resources. Instances should be cited where the economic content is presented haphazardly, resulting in an unorganized presentation of unrelated bits and pieces of economic content.

4. Are the economic terms, concepts, generalizations and principles defined, stated or explained accurately?

   In assessing the economic content, note the following types of inaccu-

racies: (a) definitions which are irrelevant, incorrect, meaningless or incomplete in terms of future analytical possibilities; (b) factually incorrect statements; (c) incorrect or unsupported conclusions; and (d) the presentation of value judgments as statements of fact.

5. How understandable and interesting is the treatment of the economics for the intended audience?

   For what kind of audience is the material written? (For example, for middle-class third-graders of average ability.) Are the cognitive skills to be learned too easy or too difficult? Is the level of abstraction of concepts and generalizations too easy or too difficult? Is the curriculum content at an appropriate level of difficulty and interest? Does the author presuppose knowledge by the pupils which many of them might not have? Is there too much or too little repetition and reinforcement of ideas in the materials and activities? How would you rate the student material in terms of readability, clarity and interest?

6. How useful are the teaching aids?

   Does the teacher's guide clearly delineate the economic concepts, subconcepts, generalizations and principles to be developed in each lesson or unit? Does the student material directly relate to the objectives as stated in the guide? Does the guide contain sufficient background information for teachers to aid in their presentation or in their evaluation of student grasp of the economic principles, relationships or processes under discussion? Are new terms and concepts italicized, underlined or immediately defined in the pupil materials? Are new terms in close proximity with their definitions and applications in the text? Is there a glossary for pupil and teacher reference? If so, does it indicate at what grade levels these terms or concepts are introduced and how the concepts are expanded in the series? (This applies largely to elementary series.) Are there enough graphic or verbal illustrations to ensure student understanding? Are the discussion and study questions focused upon the economic concept, process and relationships as stated in the objectives of the lesson, or are they irrelevant, vague and lacking in focus? Is there evidence of special teacher requirements necessary for teaching the program? Does the author assume an understanding of content—knowledge, skills and value issues—which the average teacher may not have?

PART TWO

Report

Introduction

This report is an evaluation of the economic content and teaching strategies of selected social studies textbooks that are used in grades one through six in elementary schools. The evaluation was made by a committee composed of one social studies curriculum specialist, two economists and six teacher teams.

Only textbook series published in 1968 or later were selected for evaluation. Each of the series used the inquiry and a multi- or interdisciplinary approach, including a focus on concepts from the social science disciplines, with economics as one of the disciplines. Bowker's list of textbook materials, information from publishers of elementary social studies textbooks, and suggestions of social studies supervisors were used to identify textbook series to be reviewed in this report. Initially, twelve textbook series were to be examined, but this number was reduced to ten when vital text material from two of the series could not be obtained.*

Specialized tasks were assigned to members of the committee. The two major tasks of the economists were: (1) to determine the economic content covered in the textbook series, and (2) to determine whether the economic content was treated in a systematic, accurate and analytical manner. The teacher teams focused on economic content and related teaching aids. The curriculum specialist, working closely with both the economists and the teacher teams, assumed major responsibility for reporting and assessing teaching strategies associated with the economic content in the textbook series.

Because there was significant variation in the treatment of economic content among the various social studies textbook series, they were divided into two categories. In the *first category* were those textbooks that presented economic content in separate units or chapters, thus making it relatively easy to identify the economics. Textbooks using an integrated approach were also placed in the first category if the teacher's guide clearly indicated the scope of the economic content presented to students and the location of this content in the text.

The *second category* included those textbook series in which (1) the economic content was difficult or impossible to determine; (2) the content identified as economics in the teacher's guides was not well developed in the text; or (3) the content identified as economics consisted mainly of descriptive statements rather than concepts and their structure.

*For an annotated listing of the ten series, see Appendix A of this Report.

To facilitate the evaluation, Chart I, "Economic Content, Elementary Grades," was constructed. The chart contains the economic concepts and generalizations found in the textbook series included under Category One. The concepts and generalizations were grouped by the committee into five major economic classifications, with appropriate subcategories identified for each of the five. The major classifications are: The Basic Economic Problem, Economic Systems, and The Mixed Economy.

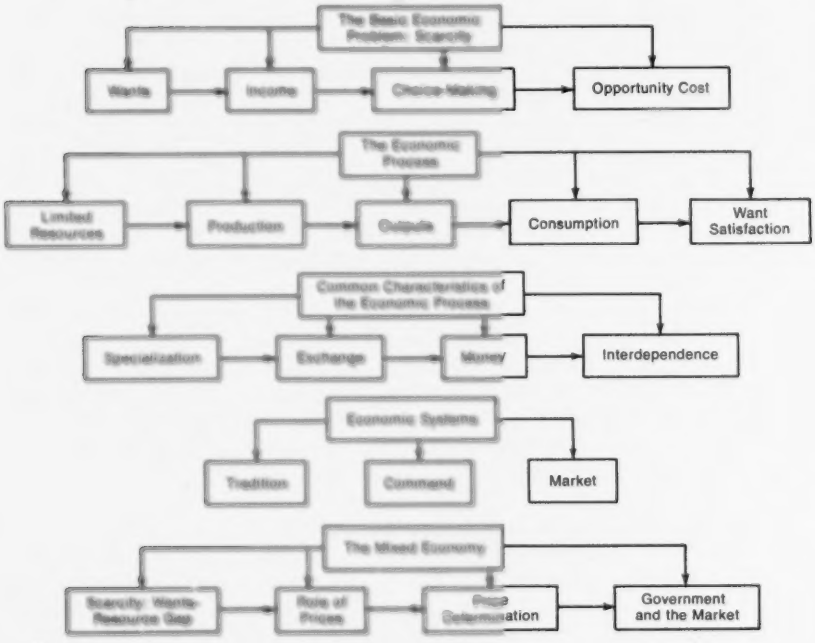
Chart I is based on the economic content of social studies textbooks examined at both the primary and intermediate levels. None of the textbooks attempted to cover all the content included in the chart, nor did they follow the order of the outline. The outline is simply a useful way of organizing this report and hopefully of presenting the final results in a meaningful fashion to teachers and other interested persons.

Chart I does not include all categories that are identified as economics in the textbook series; rather, it contains only that content which we believe most economists would consider as the subject matter of economics.

No attempt has been made to identify and evaluate economic content covered at *each* grade level. Instead, the economic content is discussed sep-

CHART I

Economic Content,
Elementary Grades, 1-6



arately for two blocks of grades, primary (1-3) and intermediate (4-6). Although there is some repetition at the intermediate grade level, generally the content covered in the primary grades corresponds to the concepts included in the first three classifications of the chart: The Basic Economic Problem; The Economic Process and Common Characteristics of the Economic Process. To facilitate future discussions, these three classifications have been placed in Chart Ia, under Section 2.

The development of concepts appearing in the last two major classifications, Economic Systems and The Mixed Economy, occurred almost exclusively in the intermediate grades. They appear in Chart Ib, under Section 3. In some of the textbook series, a number of the concepts developed in the primary grades received additional coverage in the intermediate grades. Except in special instances, our comments apply to the treatment of these concepts irrespective of grade level.

The remainder of this report is organized as follows: Section 1 provides background information on recent curriculum developments in the elementary social studies; Section 2, 3 and 4 contain an assessment of the economic content of the textbook series; and Section 5 includes an evaluation of teaching strategies. The conclusions are contained in Section 6 and the recommendations in Section 7.

SECTION 1

Toward a New Social Studies Curriculum: Content and Teaching Strategies

Prior to 1969, an assessment of the treatment of economics in existing social studies text materials for the elementary grades would mainly have been an exercise in frustration or futility. Although there was content that might be described as economics in earlier social studies texts, the content consisted of isolated, descriptive "facts to be memorized" rather than a deliberate attempt toward a developmental approach to a conceptual understanding of economics.

Probably the most important influence upon curriculum development in recent years has been exerted by the work of Jerome Bruner, who begins "with the hypothesis that any subject can be taught effectively in some intellectually honest form to any child at any stage of development."[1]

To those engaged in preparing and teaching new curricula, Bruner further points out that if such curricula are going to count in the students' thinking for the rest of their lives, "the answer . . . lies in giving students an understanding of the fundamental structure of whatever subjects we choose to teach."[2] In other words, if one is going to include the subject of economics at the elementary level, one does not just sprinkle isolated economic facts throughout social studies materials, because "an unconnected set of facts has a pitiably short half-life in memory."[3] Rather, the curriculum of a subject should be determined by the most fundamental understanding that can be achieved of the underlying principles that give structure to that subject. To do otherwise is to make it difficult for the student to generalize from what he has learned to what he will encounter later. "Knowledge one has acquired without sufficient structure to tie it together is knowledge that is likely to be forgotten."[4]

Implicit in this approach is the need for scholars and scientists in the various fields of knowledge to take part in efforts to delineate those basic understandings or concepts both necessary and "worth knowing" which make up the structure of their respective fields. As a consequence, scholars in the natural and physical sciences, in mathematics, and in structural linguistics were brought in to work with educators and curriculum specialists;

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[1]Jerome J. Bruner, *The Process of Education*. Cambridge, Mass.: Harvard University Press, 1963, p. 33.
[2]*Ibid.*, p. 11.
[3]*Ibid.*, p. 31.
[4]*Ibid.*

and experts in the fields of learning theory and child development were engaged in efforts to develop new curricula in science, mathematics, language arts and, eventually, the social studies. From these efforts there began to appear content "frameworks" for the various disciplines from kindergarten through twelfth grade, which attempted to spell out those basic generalizations, concepts or understandings which make up the structure of the disciplines to be taught.[3]

In the social sciences, basic understandings and concepts from anthropology, sociology, political science, psychology and economics began to appear in primary and upper elementary grade materials, along with the traditional history and geography content, in what publishers began calling an "interdisciplinary" or "multidisciplinary" and "conceptual" approach to the "new social studies."

While curriculum developers were turning to new definitions of "what to teach," a similar reassessment of "how to teach" was also underway. Influenced by the newer theories on how children learn, as put forth by the Swiss psychologist Jean Piaget and others, curriculum development moved away from the expository mode (presenting facts to be memorized) toward more of the "inquiry" mode in which higher levels of intellectual activity are required than simple recall. Here, "how to learn" becomes at least equal in importance to "what to learn" in the teaching-learning interaction.

Such a pedagogy requires less emphasis upon fact accumulation and more emphasis upon the degree to which the pupil is able to classify, contrast, compare, infer, synthesize, form hypotheses and generalize. As students advance through the grades, these ways of handling data can be related to the intellectual development of the child and are consistent with the development of social science concepts at increasing levels of abstraction and difficulty.[4]

To indicate their recognition of these newer contributions in learning theory, curriculum builders and textbook writers began using such terms as "inquiry" or "discovery" or "process" approach in describing their new programs, and publishers have made varying responses to these challenges.

Recognition should be extended to three textbook series which are not reviewed in this report because they were published prior to the cutoff copyright date or because the series was currently undergoing major revision. These series consist of: (1) The *Taba Social Studies Curriculum*, published by the Contra Costa County, California, schools, 1969; (2) The *Man in Action* program published by Prentice-Hall in 1967; and (3) The *Our Working World* series published by Science Research Associates in 1963-66. (In 1973, revised editions were available.)

The *Taba* series stressed teaching-learning theory and consisted primarily of teacher's guides. Economic concepts and activities were added later as a part of Contra Costa County's participation in Project DEEP (Developmental Economic Education Program), under the aegis of the Joint Council on Economic Education. This program is currently being revised and edited

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[3]See, for example, *A Conceptual Framework for the Social Studies*, Wisconsin Department of Public Instruction, Bulletin No. 145, 1967.

[4]Benjamin S. Bloom, Ed., *Taxonomy of Educational Objectives–Handbook I: Cognitive Domain*. New York: David McKay Co., 1956.

for publishing by Addison-Wesley Publishing Co., Inc., and now includes pupil materials as well as teacher's manuals.

The *Man in Action* program, written by Vincent and Carol Presno and published by Prentice-Hall, grew out of the Brentwood Public Schools Project. It was "an interdisciplinary social science program for the elementary school" and dealt with basic concepts drawn from history, psychology, economics, sociology, political science, cultural anthropology and human geography. A hierarchy of concepts from these fields was developed, and the concepts were to be taught in a spiral fashion. The rationale for the program also describes how the development of cognitive processes, as identified by Piaget, were considered in the development of these materials. However, only materials for the primary grades were published, and we do not know how the processes would have been developed for the intermediate elementary levels.

The *Our Working World* series, developed by Professor L. Senesh and published by Science Research Associates, grew out of his famous Elkhart (Indiana) Program. Senesh developed an elaborate economic model consisting of the basic economic concepts or fundamental ideas which were to be taught at every grade level, 1-12, these concepts to be presented in an increasingly sophisticated manner at each subsequent grade. Senesh's approach is interdisciplinary, making use of other social science models in a similar manner through use of what he has called the "orchestration" effect. Topics are selected which lend themselves to the development of the fundamental ideas of *each* of the social science disciplines, with first one and then another of the disciplines serving as the focal point. Unfortunately, *Our Working World* was published only for grades one, two and three at the time of this evaluation; Science Research Associates had already begun an extensive revision of these materials to be published at a later date.

One can only speculate about the extent to which these earlier published materials influenced the new elementary social studies materials which began to enter the marketplace from 1970 to the present. The new elementary series generally purport to include basic elements of the "new social studies" from the social science disciplines of anthropology, sociology, political science, psychology and economics as well as geography and history. Elaborate scope and sequence charts, containing basic concepts from each of these disciplines, are included in teaching guides or advertising brochures. These guides and brochures also show a spiral development of these concepts at various levels. Furthermore, all of them claim to utilize various cognitive processes rather than just "recall" to develop higher levels of learning skills.

The remainder of this report will be an evaluation of the attempt to deal with these new developments in the new social studies textbooks for the elementary grades.

SECTION 2

Textbooks in Category One: Primary Grades

This section of the report deals with the primary grades and will focus on the economic content of the six textbook series included in Category One. Generally, in each part of this section there will be a description of the conceptual dimensions and relationships which the committee believes should receive consideration in each of the major classifications in Chart Ia. For economists, these descriptions are not necessary. For others, however, a discussion of these concepts and relationships may be useful as a springboard for examining and assessing the coverage and treatment of the economic content of the textbooks.

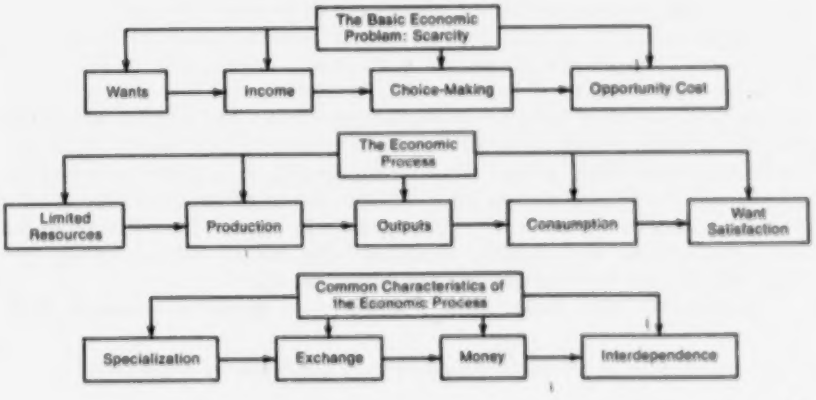
The Basic Economic Problem—Scarcity

With respect to scarcity, economists focus on the relationship between the resources required for the production of goods and services and people's wants for goods and services. Scarcity exists because the supply of resources is not sufficient to provide all the goods and services that individuals want.

Scarcity requires choice-making, and every society must have institutional arrangements to make choices about the following: (1) what goods

CHART Ia

Economic Content, Elementary Grades, 1-3



and services will be produced; (2) how goods and services will be produced; and (3) for whom the goods and services will be produced.

The idea that choices at the level of the economic system as a whole have to be made about what, how and for whom may be too abstract for students at the primary grade level to appreciate. If this is the case, scarcity and the necessity of choice-making can be illustrated at a different level. One example would be to discuss scarcity in terms of family wants, limited family income and family choice-making. This view of scarcity we shall term the "wants-income gap," and it is included in Chart Ia. Scarcity at the level of the economic system as a whole we shall call the "wants-resource gap," and this view of scarcity is contained in Chart Ib (page 39). We assume that eventually students should understand that incomes are limited because resources are limited.

The Treatment of Scarcity

Although scarcity in terms of the wants-resource gap is discussed in some of the teacher's guides to the textbooks, the focus in the material aimed at students is on the gap between individual or family wants and income or money. Two of the textbook series did not introduce children to either notion of scarcity. Instead, the authors simply stated that families earn money and that this money is used to buy goods and services to satisfy needs and wants. The emphasis was simply on the need for money or income to buy goods and services.

In general, the texts did not make clear the fact that limited incomes are due to limited resources and their productivity, and perhaps it is too early at this stage to get the point across. However, one pertinent question is asked in the teacher's materials for one of the texts: "Why can't we produce enough things in our country to satisfy all of the wants of the many people who live here?" No answer is given to the teacher, and it may be inferred that the answer is "limited family income" because the discussion up to that point had been at the individual level and in terms of family income.

Choice-making

Because households have insufficient income to satisfy all their wants, decisions must be made about the disposition of income. For most families, the bulk of income is earned from the sale of labor services and it takes the form of money payments per unit of time (week, month, year). There are, of course, other sources of income, such as interest, rent and transfers; and income need not be in the form of money payments. The sources of income and the subtleties surrounding the definition of income may be too much for students at the primary grade level to comprehend, so it might be advisable to concentrate on income from labor services and to refine the concept of income at the upper grade levels. However, care should be taken to avoid identifying income with money. One can have money without having income, and one can have income without having money.[1]

Households must make choices about what goods to consume, how

[1]The treatment of money in the elementary texts is discussed on pages 37-38.

much income to save and, through the political process, how much income to pay in taxes. These choices involve a comparison of the benefits and costs of alternatives. The cost concept that economists emphasize is opportunity cost, which is defined as sacrificed alternatives. For example, the benefit from savings is increased consumption in the future; the opportunity cost of savings is sacrificed consumption in the present. The topics "families" and "government" appeared in nearly all the textbooks for the primary grades, and they provided the setting for the development of the concept of choice-making. Although these topics can serve as effective vehicles for introducing young students to important dimensions of choice-making, this objective was seldom accomplished in the textbooks under study. Too often, the authors focused on unimportant or irrelevant dimensions of the concept, and they missed many opportunities to strengthen the student's understanding of choice-making.

In the discussion of families, the authors concentrated on the distinction between needs and wants rather than on the relationship between a family's wants for goods, family income, and the need for families to make choices. Great stress was placed on children being able to distinguish between wants and needs, although neither term was satisfactorily defined nor was the economic importance of these concepts explained. Some of the textbooks never got beyond the point of noting that people have both needs and wants and that needs must be satisfied before wants. In two of the series, the authors did make it evident that families have insufficient income to satisfy all wants; but only one of the textbooks makes explicit the need for choice-making.

The books could be strengthened considerably if more emphasis were placed upon the idea that few, if any, households have sufficient income to satisfy all their wants, and that hence choices have to be made about the disposition of income. Therefore, the need to attach priorities to the different kinds of consumer goods desired could be explained to children, and the concept of opportunity cost could be introduced. The notion of opportunity cost is contained in two textbook series, but it is not explicit and it is not emphasized.

Although the saving concept was discussed in all the texts, only a few present saving as involving a choice between present and future consumption. Also, a very simple picture of the role of government in the economy was presented. Typically, children were informed that since government provides goods and services, it must have income, and that tax payments by people provide this income. Government taxes and expenditures generally were not presented in a choice-making context.

The Economic Process

In Chart Ia, the economic process is defined as the use of economic resources to produce outputs that are consumed to satisfy human wants. Generally, the textbooks examined deal with the economic process as it is defined here. Children also were introduced to other dimensions of the economic process, including specific meanings or connotations attached to the terms

resources, production, outputs, consumption and want satisfaction. The treatment of these terms is discussed below.

Resources

Economic resources are traditionally classified as labor, real capital, natural resources and entrepreneurship. The most difficult resource concept to handle is capital, which can be defined as part of the output of the productive process that aids further production. Viewed in this light, much of labor is embodied capital, since investments in human beings (e.g., education, part of output) increases labor productivity. Physical capital includes such items as buildings, equipment, tools and machinery.

In the discussion of resources, it could be pointed out that resources are limited, although the supply can change over time, and that resources are versatile or can be used in alternative employments. Generally, in grades one through three, the authors noted that most goods and services must be produced before they can be consumed; but the treatment was usually highly personalized, with the focus on the mother or the father or on the community worker rather than on the process involved in the production of goods and services. Where there was an attempt, none of the texts defined or classified "economic resources" entirely satisfactorily or correctly. As examples, one of the texts defined and classified resources fairly well in the introduction to the teacher's manual but failed to do so in the material presented to the students. One of the texts identified resources as land, water and people; another identified factors of production as labor, resources, capital and technology. The latter text also defined resources as land, raw materials and power; and capital is referred to as money and machines. In the case of two other texts, the treatment of resources did not go beyond noting that people who work are producers or that there are natural resources as well as workers.

In general, the authors of textbooks for the primary grades need to be more selective in choosing the different classifications they assign to resources as well as be more careful about their definitions of particular classes of resources. Students should not be led to believe that all resources can be classified as natural resources, and they should be provided assistance in distinguishing carefully between money capital and real capital.

The treatment of resources in the intermediate grade texts is more nearly adequate than that in the primary grade texts. Except for one, the intermediate texts stated that the production of goods requires the use of economic resources or factors of production, and that these resources are limited. By the end of the intermediate grades, all but one of the texts classified economic resources as labor, capital and natural resources, although one series added technology as a factor of production and erroneously included money along with capital goods as capital. Only one of the series for the intermediate grades was careful to make the distinction between money capital and capital goods. But another text at this level made the illogical statement that human resources are the most valuable of the resources because goods and services cannot be produced without humans.

The Production Process

Production involves the "transformation of resources into outputs," or it consists of activity that makes outputs available. Presumably, children will be able to distinguish between goods and services and between consumer goods and capital. They could also be made aware that capital may be classified as both an input and as an output.

In two of the texts the relationship between production and consumption was not developed, whereas in two other texts the idea was made explicit that before goods can be consumed they must be produced and that their production involves the use of resources. The remaining text focused on the idea that there are many kinds of workers producing many kinds of products; therefore, it is possible that children end up with the correct notion of the production process. Generally, authors devoted considerable space to distinguishing between consumer goods and consumer services, providing examples and illustrations of goods and services. Usually, authors find it quite difficult to define services adequately. Capital goods, at least in the primary grades, are normally not viewed as part of the output of production which, in turn, aids in the production process.

In the intermediate grades, the nature of the production process, as it pertains to the transformation of inputs, was still not explained in most texts. Four of the texts continued to devote some discussion to illustrating the difference between goods and services, but with less attention than was the case in the primary grades. In the upper grades, the output of production was not explicitly classified as consumer and capital goods by four of the texts, although one text did make the distinction; and in this latter case, capital goods were viewed as an output that functions as an input.

Consumption

Consumption was usually not defined; and in those cases where it was defined, the definitions were inadequate. In two texts, consumption was defined as using something, or using up something. As applied to outputs, this definition is not appropriate because it could be applied to capital goods (depreciation) as well as to consumer goods. Also, it is difficult to comprehend "using up" services, such as a haircut. In any case, tangible outputs are not necessarily totally "used up"; rather, they are often transformed into other forms and present problems of disposal and recycling, problems of contemporary concern. An adequate definition of consumption would be "direct satisfaction of wants from produced outputs." Capital could then be identified as "outputs that satisfy human wants indirectly or in a roundabout way by aiding further production."

Want Satisfaction

It was pointed out above that authors speak of individuals and families satisfying "needs" and "wants." Needs and wants are said to vary among families, and they can be satisfied in a variety of ways. Needs are said to consist of food, clothing and shelter, and perhaps some other consumption items. Generally, it is asserted that needs have to be satisfied before wants. As one author put it: "Families buy the things that they want

with the money that is left after they have the things they need." And, another author states that there is the "economics of survival" (satisfying basic needs) and the "economics of choice" (satisfying wants).

Although there may be reasons for distinguishing among wants according to some list of priorities or degree of urgency, it is not clear why the authors of the texts spent so much time discussing the differences between needs and wants. Whether one is satisfying "needs" or "wants," the fundamental economic problem remains that of scarcity and choice-making. If the essence of economics is choice-making, there is no such distinction between the "economics of survival" and the "economics of choice." In any case, the dividing line between needs and wants is simply not clear when applied to society. Individuals can, of course, decide for themselves what their "needs" and "wants" are and make choices accordingly. In some texts there was the moralizing overtone that "needs" should be satisfied before "wants" (one should not buy soda pop if one needs shoes). It would seem to be sufficient to emphasize that choices involve costs as well as benefits, and the concept of opportunity cost could be developed to illustrate these points.

In the intermediate grades the terms needs and wants were generally repeated, but there is less stress on them at these grade levels than at the primary grades. None of the authors of the intermediate grade texts noted that additional leisure time may be a possible substitute for additional output; nor did they note that wants can be satisfied in different ways than by the consumption of produced outputs.

Common Characteristics of the Economic Process

The concepts of specialization, exchange, money and interdependence represent important features of most, if not all, modern economic systems. These concepts have appeared in social studies texts for some time, but usually they have not been presented as part of an economic structure. The concepts should be carefully defined, but of equal importance, the relationship among these terms should be explored as well as their linkages to such concepts as scarcity and productivity.

Specialization and Exchange

In the primary grades, specialization and division of labor were *discussed* in all series except one, but in only two of the books were the terms carefully *defined*. In none of the textbooks were specialization and division of labor linked to scarcity, although they were linked to productivity.

Except for one of the books, each text related specialization and division of labor to interdependence and the need for some system of exchange. None of the books noted the possible disadvantages of specialization or division of labor.

In their treatment of specialization and division of labor, generally authors missed excellent opportunities to discuss the relationship among scarcity, specialization, productivity, exchange, money and interdependence. Again, in nearly all the textbooks, each of these concepts were discussed but they were discussed in isolation and were not presented to youngsters as part of a general structure.

In the intermediate grades, all the series discussed specialization and division of labor, but there was generally less emphasis on them at these grade levels than at grades one through three.

Money

Money is defined as anything that is generally acceptable in exchange for goods and services. The major types of money in the United States are legal currency and demand deposits. Money functions as a medium of exchange, a measure of value, a store of value and a means of deferred payment.

The textbook series differ to the extent to which they cover the concept "money." Generally, money is not defined, or it is defined inadequately; the major types of money in use in the United States today were not identified; and the advantages of money over barter in the exchange of goods and services were not adequately developed.

One of the textbooks did not define money and only incidentally dealt with one of the functions of money. In two of the books, money was defined, and three functions of money were noted in the teacher's guide; but the teacher was not given any assistance in introducing these concepts to the children. In one of these two books, checks were not viewed as part of the money supply; instead, the author informed teachers that checks must be turned in for money.

The authors of two books identified money, discussed three functions of money, indicated the major types of money in the United States today, and discussed the usefulness of money in an exchange economy. However, in these books, the discussion of money was primarily at the first-grade level, and the teacher was rarely provided with interesting or relevant illustrations for use with students. It would seem that the concept of money is abstract enough to warrant additional attention and reinforcement in the second and third grades as well as the first grade.

In many instances, authors did not distinguish between the terms "money" and "income." In some cases "money" and "income" were used as though they were interchangeable terms, but in most cases "money" was used in situations where "income" was by far the more appropriate term. Again, through the misuse of terms, children may be led to believe that scarcity, at the family level, results from a lack of money rather than from a lack of income, with this insufficiency in income, of course, related to limited resources available for sale or use by families generally.

The treatment of money and exchange was sporadic at the intermediate grades. Only three of the texts properly defined "money" in terms of general acceptability—one in the student's material and another in a note to the teacher. Another text attempted to define money in terms of general acceptability, but it was not apparent that the author understood the proper definition of money. At best, the discussion was confusing. For example, the text stated that if everyone accepted baseball cards in exchange for goods and services, baseball cards could serve as a medium of exchange. Then, the question was asked, "Does money make a better medium of exchange than baseball cards?" The question should be "Do dollar bills make a better

form of money than baseball cards?" The implication is that only government-issued currency is "real" money, as if other items, such as demand deposits, do not function as money. Indeed, at one point the author stated that "only the national government can issue money." In this connection two of the texts discussed the use of checking accounts, and one stated that money may take the form of checking accounts. In the other text that included checking accounts in the discussion, it was not clear that checking accounts are a separate part of the money supply and need not be "backed" by legal currency.

Four of the texts discussed the advantage of money compared to barter in terms of the problem of mutual coincidence of wants, or in vague terms that money exchange is easier than barter; and one explained, in addition, that money facilitates a comparison of the value of goods and is easier to store than commodities.

Interdependence

In some of the textbooks, considerable stress was placed upon the interdependence of individuals, which follows from specialization and division of labor.

In the discussion of interdependence, there was often the implication that individuals work for the purpose of helping each other, as if earning income were not the primary reason for work. The authors did not explain why they have emphasized the concept of interdependence, except perhaps to impart a general appreciation of the complexity of a modern economy. Unless the concept has some application, such as a means to understand the notion of general equilibrium (in an elementary way), there seems to be little justification for spending so much time on it from an economic point of view.

SECTION 3

Textbooks in Category One: Intermediate Grades

For textbooks in Category One, this section of the report deals with the treatment of economic content at the intermediate grades (4-6). Two classifications, Economic Systems and The Mixed Economy, appear in Chart Ib and provide the framework for the discussion of new economic content developed in the upper elementary grades.

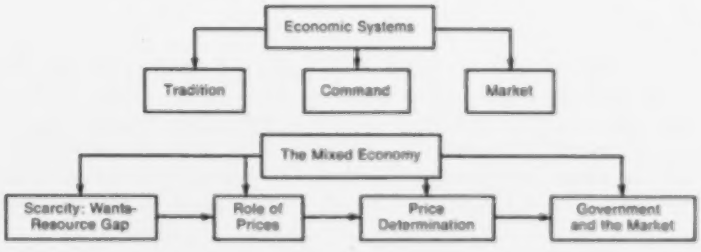
Economic Systems

At the intermediate grade level, four of the textbook series include some discussion of alternative economic systems. As noted, the focus at the primary grade level has been mainly on choice-making by individuals and families, with these choices related to the wants-income gap. An examination of competing economic systems provides authors with the opportunity to introduce students to the universal nature of scarcity, to its societal dimensions, and to the wants-resource gap. This concept of scarcity can be related to the economic questions confronting every society and the need for every society to develop a set of institutions to generate answers to these questions. The discussion of competing economic systems also provides students with cross-cultural comparisons, thereby increasing their understanding of the particular methods utilized in their own society for dealing with these questions or problems.

The discussion of economic systems in the textbook series is in terms of market, command and tradition-directed systems; or, with one series, capi-

CHART Ib

Economic Content,
Elementary Grades, 4-6



talism, socialism, and communism. Before describing the economic systems, generally there is some discussion of the social dimensions of scarcity as related to the wants-resource gap, but too often this relationship is simply stated without accompanying examples and illustrations. Hopefully, the notions of scarcity developed will lead students to an appreciation of why every society is confronted with the same set of economic questions, as well as the need for some kind of system to provide answers to these questions.

In describing the economic system, the emphasis is on the extent to which economic decisions are made on a decentralized or individual basis or through the political process, and whether that process is "democratic" or "undemocratic." Generally, major attention is focused on only one of the economic questions, "What goods are to be produced?" This question is answered by noting the importance of the role of government leaders or planners in a command economy and the importance of the role of individual consumers and producers in a market economy. One text also states the role of price, in both the market and command economies, in encouraging or discouraging the consumption and production of goods. However, this kind of a statement probably has little meaning either to teachers or students since it is not preceded by any prior discussion of the general function that prices can serve in an economic system.

The tendency of the authors to intermix other complex economic topics probably detracts from their major task of describing economic systems. Too often, the authors mix their discussion of economic systems with an extended discussion of either or both topics, "the stages of economic development" and "economic growth."

The Mixed Economy

The economic system that receives the most attention is, as we would expect, the market system. The market system is generally described as one in which exchange of goods and services takes place between producers and consumers for a price, with primary attention given to the goods market.

There seems to be a tendency on the part of some authors to confuse the market system with the marketplace. Perhaps this accounts for the fact that in most textbooks, no treatment is accorded to two important features of the market system, private property and freedom of contract. The following quote illustrates this confusion:

> What is the market system? How does it work? The market system is made up of many small markets . . . There are many kinds of markets. All of the markets together make up the market system.

Scarcity.

The authors of primary grade texts generally treated scarcity in terms of the wants-income gap. The focus in the intermediate grades is mainly on the wants-resource gap, as part of the discussion of the market system; and the major focus of the discussion is society rather than the individual. The economic questions are presented to students, but there is not an adequate development of the relationship between these questions and the concept, scarcity.

Role of Prices

In a market system, prices serve as signals to business firms and households.[8] To business firms, prices function as signals about what goods to produce and how to produce goods. To a household, the price of goods is one influence on consumption choices, and the price of labor (wage rates) is an influence on occupational choice.[9] Hence, prices function to determine the pattern of production, the method of production, and the distribution of production. All these functions can be considered rationing functions. That is, prices function to ration scarce resources among their competing uses (to produce different goods), and to ration outputs among the population.

In terms of what is to be produced, business firms will produce those goods which can be sold at a price that covers the cost of production, including a "normal" profit. The texts do not state this condition as such, but generally restrict their treatment to an examination of consumer demand or expenditures. When the matter of cost is discussed, the concept is not defined or developed. Instead, cost items such as labor, materials and rent are used as examples, and what is generally ignored are implicit cost, "normal" profits and depreciation. Only one of the texts discussed the role of factor prices, especially wages, in guiding resources to the production of different goods.

The "how" and "for whom" problems are dealt with explicitly by only one text. The producer is seen as deciding how to produce on the basis of the cost of factors, with the objective of minimizing cost. Only about two paragraphs are devoted to the subject, and the importance of alternative input combinations as a way of increasing total real income is not generally discussed. The same text states that the distribution of goods and services is a function of the money consumers have, but there is no discussion of the forces determining the distribution of income among consuming units. Again, there is some confusion here between money and income, and the author did not take the opportunity at this point to discuss *real income*. Another text erroneously introduces and develops the marketing concept of distribution as an economic concept.

The treatment of prices is disturbing because there is no apparent rationale for discussing prices. The ideas that there is a hierarchy of wants, that resources are relatively scarce, and that most goods can be produced with varying input mixes are not linked to the need for some type of rationing mechanism such as the price system. There is a need to impart to students some appreciation for the way prices serve to determine the pattern of production and the distribution of income; but that objective seems to be lost sight of.

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[8]The texts do use the term "consumer" rather than "household." The term household would be preferable because a household may be a supplier of resources as well as a consumer.

[9]Households own other resources, of course, and the price of these (interest, rent) influences choices about their use. Except for one, the texts concentrate on the resource labor.

Price Determination

Demand and supply are the major concepts economists use to explain how prices are determined in a market economy. As part of this explanation, economists typically make a distinction between "demand" and "quantity demanded." The quantity demanded of a good is the amount households will purchase at a particular price. The demand for a good is said to be the alternative quantities demanded at alternative prices. Demand, then, is a schedule of, or a relationship between, several particular prices and the different quantities demanded at each price. That relationship is said to be an inverse one, and it is called the law of demand. That is, as the price of a good is reduced, the quantity demanded of that good increases, and vice versa. A change in the demand for a good is a change in the schedule, i.e., at each price, different quantities will be purchased. This change may occur because of a change in incomes or the taste of individuals, or a change in the price of other goods.

On the production or supply side, there is also a distinction between "quantity supplied" and "supply," and the definitions are similar to those of quantity demanded and demand. Supply, or the supply schedule, is the relationship between market prices and the amount of goods that producers are willing to sell at those prices. The relationship is said to be a direct one. A change in supply is a change in the schedule and may occur because of a change in resource prices or technology, or in the number of firms.

Given demand and supply, the price of a good is determined where quantity demanded equals quantity supplied, and at that price there is said to be "equilibrium." The price reaches equilibrium because of competition among households and business firms. A change in demand or supply will change the equilibrium price and quantity.

All the texts make the point that price is affected by "supply" and "demand," with the focus on the product market. However, it is not precisely explained how an equilibrium price is determined in the market. Prices are seen as high or low, or changing, because of the relationship between, or changes in, "demand and supply." As one text states the "law of supply and demand":

great supply + low demand = low price
low supply + great demand = high price

Statements such as these are too vague to be very meaningful.

Aside from the problems of ambiguity and definitions of terms, there are erroneous, misleading or confusing statements about price determination. For example, one text states, "Economists tell us that supply and demand do help to set the price on goods. The factory owner, the middleman, and the storekeeper must each be able to make a fair profit on their goods." It is not clear how the second statement follows from the first; and there is no explanation about the connection between the sentences. The inference may be that supply and demand operate to assure firms a "fair" profit. Indeed, at another grade level in the same text series, the author states that "producers will attempt to set their prices at the equilibrium price, since it is here that they can make the greatest profit." (Equilibrium is defined as the point at

which quantity demanded equals quantity supplied.) The point is, of course, that firms are not assured of profits at all, and at the equilibrium price, firms may be suffering losses. The same text series also states that some prices are not affected by supply and demand, such as dental services; or that some firms may change prices regardless of the demand. None of these statements is true.

None of the texts makes the distinction between quantity demanded and demand, or between quantity supplied and supply; nor are demand and supply thought of in terms of schedule concepts. Demand is typically thought of as "how much is wanted by buyers," or "the amount of goods or services the people want"; and supply is defined as "how much is offered by sellers," or "the amount of a good or service that is offered for sale."

The idea that consumers will change the amount purchased of a good in response to a change in its price (law of demand) is covered in varying degrees by three of the text series, but there is no discussion of why one might expect this relationship between price and quantity. In the introduction to the teacher in one text, there is considerable confusion about demand and utility. It is stated, in effect, that demand depends upon utility, that the basis of value is utility, and utility (total, average, marginal?) diminishes as consumption increases. The theoretical relationship between utility and demand is a complex one that college students have difficulty with, and we doubt that elementary students need or are able to understand utility theory, even if it were accurately presented. At the next grade level, the notion of utility is not discussed (it is not discussed at any grade level in the pupil's materials, although in the teacher's material it is noted that the student should understand utility), and demand is said to depend upon price, income, taste and other factors.

Two of the texts, one in the teacher's material and the other in the student's material, indicate that producers will offer more of a good for sale at a higher price (law of supply). This relationship may or may not be inferred from the other texts. There is no attempt to take into account supply in different time periods, or to show any relationship between cost and the supply schedule (nor are we suggesting such an attempt be made).

As we have noted, the discussion of price determination is largely in terms of the goods market. Only two of the texts speak of the determination of factor prices, and in particular, wage rates. One discusses the influence of the productivity of workers upon wage rates, and it does a good job.

In a number of instances, there is a development of the effects of isolated variables on prices, quantities purchased and quantities supplied of goods. For intermediate grade students, perhaps more emphasis could be placed on the treatment of these effects rather than on the concepts of supply and demand, especially given the current treatment by authors of these concepts.

Suitable examples could be developed which would illustrate the inverse relationship between prices for a good and the number of units consumers are willing to purchase. Examples of the impact of nonprice factors (tastes, income) on consumer purchases also could be developed.

Although difficulties are compounded in dealing with costs of production, examples could be developed which would emphasize the versatility of

resources, as well as the importance of securing an optimum combination of resources.

Generally, authors have not developed the relationship between the demand for consumer goods and the demand for resources. Nor have they developed the idea that factor payments are a major source of household income and are the ultimate source of real income. These points could be developed as part of an extended treatment of the variables noted above.

Government and the Market

The treatment accorded to government in the textbook series is generally quite superficial. One of the texts discusses briefly the role of government and business, government and labor, and government and the economy. Business behavior is seen simply as being modified by price regulation or antitrust laws, and labor organizations have been encouraged and regulated. In connection with labor unions, the brief discussion was sympathetic to improving working conditions, but makes some over-simplified generalizations that the demands of labor increase costs and prices. The text also includes a brief discussion of the economic functions of government in providing for certain public services and income redistribution, but there is no detail.

The treatment of the economic impact of government could be strengthened in at least two respects. First, a simplified version of benefit and cost analysis could be applied to government spending and taxing policies. Second, in the discussion of the market economy, students could examine some of the effects of spending and taxing policies on resource allocation and distribution of income. In this connection, the concepts of efficiency and equity would need to be developed and used as criteria for making judgments about the performance of the economy.

SECTION 4

Textbooks in Category Two

Four of the ten textbook series examined in this report were assigned to Category Two. These series were assigned to this separate category for evaluation because of some difficulty in accurately determining and assessing their economic content. The difficulties encountered were due mainly to the approach used by the authors in describing or presenting the economic content. In the case of two of the series, the description of the economic content consisted only of lists of economic concepts or terms, i.e., the economic content was not presented in the form of generalizations. In the other two books, the content described as economics was presented in the form of generalizations or understandings, but the concepts or terms contained in the generalizations did not correspond closely to the concepts or terms in the chart used in this study.

Concept Approach

In one of the textbook series, nine major social science concepts form the nucleus of the social studies program, economic concepts being included among the nine. However, none of the concepts was explicitly identified as economics. The four that could be classified as economic concepts include: (1) Using Natural Resources, (2) Tools, (3) Division of Labor, and (4) Exchange.

Each of the four concepts is accompanied by five to ten statements, which the authors refer to as ". . . related facts and generalizations," setting forth the dimensions of each concept to be covered. In turn, the teacher is provided with a chart on which page numbers are listed, indicating where economic content can be found in the student's text but not which content is to be found there. In other words, the chart does not provide supplemental information on the specific economic concepts or their dimensions which are to be developed on the specified pages.

The four concepts which have been classified as economics do appear in the chart developed for this study. However, the authors usually do not treat the concepts as part of a structure which emphasizes the linkage or relationship among the concepts. Rather, a list of subpoints (related facts and generalizations) accompanies each of the major economic concepts, and they provide the focal point for development.

Authors should emphasize important dimensions of particular concepts, but this emphasis should not preclude the development of the relationship among these concepts, as was the case in this textbook series. Such an omission by the authors seems somewhat unusual since they stress that "Knowledge that is related to a meaningful structure is easier for students to remember and holds more significance for them than isolated, fragmented

knowledge." However, according to the authors, the nine concepts presented are themselves "structural concepts," rather than the usual case of the structure consisting of the relationship among the concepts or generalizations.

For two of the concepts classified as economics, the subpoints may not correspond closely to the dimensions or attributes which are generally assigned to these concepts by economists. For instance, of the six points (related facts and generalizations) included under the concept, Using Natural Resources, none directly or explicitly refers to key concepts such as scarcity, choice-making and opportunity cost, each of which would normally be developed by economists. In fact, economists would probably assign a higher priority to these concepts than to the four economic concepts selected for development by the authors of this series.

The systematic handling of the economic dimensions of this material may be difficult for teachers, especially those teachers who lack any formal preparation in economics. In the first place, they may not be able to determine which of the nine concepts to classify as economics. Determining which of the concepts is economics is important since the sets of related facts and generalizations to be developed depend upon this identification. Another weakness of the material that may hamper teachers is that the charts indicate pages on which economic content is to be found, but they do not provide information on which of the economic facts or generalizations is to be developed.

The teacher's task also is made difficult by the authors' failure to indicate more precisely those parts of the text containing economic content. In most instances, the teacher is informed that the economic content is to be found over a two- or three-page spread, but in some instances as many as forty to sixty pages must be examined for the economics covered. As the authors of this report discovered, information provided in this form is too general to be of much use. Even in some instances where the number of pages was more limited (two or three pages), the authors of this report encountered difficulty in determining what economic concepts, if any, were being developed on the designated pages.

The authors of the second series employing the conceptual approach identify concepts by social science disciplines, nine being classified as economics. A majority of these concepts also appear in the economic chart, but others listed as concepts appear more closely to resemble economic topics (labor-management relations, government and the economy). Another "concept" listed as economic (agriculture, manufacture, services) might more appropriately be labeled as a set of terms. Again, a small number of economic concepts, including some key ones in the economic chart, do not appear among the concepts listed in this series.

As was the case with the former series, focus on concepts per se rather than on relationships among these concepts seems to be inconsistent with learning theory, which suggests that students acquire more knowledge and are able to make more effective use of this knowledge when it is presented in a structural form. Under the best of circumstances, it would be extremely difficult for an elementary teacher who lacks formal training in economics to identify and develop possible relationships between a list of economic

concepts. And this task is magnified when there is an indiscriminate mix of topics, terms and concepts.

Specific dimensions which are to be developed for each of the nine concepts listed are identified by grade level. For example, the first of the nine concepts is "demand and supply." The dimensions to be covered in the first grade are "needs and wants and supply"; in the second grade, "consumption and production"; and skipping to the sixth grade, "effects of trade, imperialism, industrialism, and other factors, the business cycle, standard of living." Concepts identified as economics also appear in the teacher's guide, relating to specific chapters in the children's text material. However, in a substantial number of cases, no close correspondence exists between the economic concepts to be developed in the series and the concepts identified by a chapter.

No attempt is made in the teacher's guide and, as far as it could be determined, in the student's text, to define such concepts as "supply and demand," and, more importantly, to indicate the context in which they should be handled. Again, it seems extremely dubious that the listing of dimensions, as noted above, will be of much value to teachers without formal preparation in economics. In fact, most economists would be challenged if they were asked to handle the dimensions of the concept "government and the economy" assigned to sixth-grade teachers. The teachers are expected to develop with students:

> Various types of government economic policies in modern times; mercantilism, Colbertism, colonialism, bullionism, currency debasement, monopoly, subsidy, protectionism, economic imperialism, laissez faire, socialism.

Again, as in the case of a number of textbook series, significant economic ideas were developed in a fairly systematic basis for the primary grades. Students are exposed to the notion of the family as an economic unit, acting as an income-earning, consuming, saving and tax-paying unit. The students also are exposed to the related ideas of specialization, trade and interdependence as well as the use of money as a medium of exchange. And they are introduced to a number of economic terms: goods, services, producers, consumers and resources.

Exclusive focus on the lists of economic concepts and associated dimensions provided by authors probably understates the amount of the children's exposure to economic content in the primary grades, while such lists probably overstate students' exposure to economic content in the intermediate grades. But even more important, a simple listing of economic concepts and dimensions probably does not provide the amount and kind of assistance needed by teachers to provide students with a structured approach resulting ultimately in the development of their analytical abilities.

Generalization Approach

In the final two textbook series examined in this report, both authors emphasize that the material should be multi- or interdisciplinary, with the focus on concepts and generalizations. As one of the authors notes:

> The curriculum must identify the basic social science concepts that are

to be developed. Concepts and generalizations must be the major criteria for organizing the curricula. Content must be selected only after the generalizations and concepts have been chosen.

There is some evidence that the above-mentioned procedure was followed for grade one and perhaps for grade two, but certainly little or no evidence exists to support this contention for grades three through six. For example, in the earlier grades the concepts and generalizations classified as economics do not present any serious problem. They are few in number, and most are found or can be included in Chart I. However, for grade three, and increasingly so for grades four through six, there is a dramatic increase in the number of generalizations listed as well as a sharp deterioration in their quality.

In the fifth-grade teacher's guide for one of the series, over 160 understandings are classified as economics. In this same series, the author notes that the selection of content should *follow* rather than *precede* the selection of generalizations and concepts; this

> . . . will result in a social science curriculum that is articulated by and built upon the most fundamental concepts and generalizations of the individual social science disciplines.

Unfortunately, the authors do not provide the reader with a list of either the most fundamental economic concepts or economic generalizations. Instead, one is provided with a long list of economic "understandings." Furthermore, the relationship presumably existing between the understandings and the concepts or generalizations are not explored; and moreover, this relationship generally was not evident to the authors of this report.

In one of the series, approximately 400 understandings were classified as economics, but the authors of this report feel that only a very small proportion of the total dealt with concepts and generalizations which could be described as economics. In both series, the common practice is to present as economics those statements indicating the type of resources found in a region or the type of product produced in a region or similar purely descriptive statements. In most grades, it would seem that the content topics dictated the selection of concepts and generalizations rather than the reverse. Moreover, there is no convincing evidence that the economic understandings or generalizations selected can be considered as "most fundamental."

Another goal stated for one of the textbook series also may not have been achieved. This goal related to the attainment of a better balance between the emphasis placed on history and geography relative to the other social science disciplines, including economics. At least in the intermediate grades, this goal was not achieved for economics.

SECTION 5

Teaching Strategies

Introduction

All the elementary social studies textbook series selected for evaluation attempt, in varying degrees, to meet the rather sweeping changes required by the "new social studies." These changes include:

1. A new content which will introduce to pupils those basic concepts and principles from each of the social science disciplines in a structural pattern of learning experiences which considers (a) the developmental nature of learning and (b) the utility of spirally developed conceptual understandings as tools for further learning, and
2. A recognition of new teaching-learning strategies, in accordance with current learning theory, that call for more active involvement of the learner in the teaching-learning act, with emphasis on the development of inquiry skills.

Inquiry Approach

Earlier social studies materials were mostly expository in nature, setting forth things to be memorized. The teacher's manuals or annotated editions consisted of lessons organized under topical headings, and objectives tended to consist of a list of understandings to be gotten across with the materials and other suggested activities. Evaluation, which was to determine whether the child remembered the things he was supposed to learn from the lesson or unit, consisted of a list of questions at the end of chapters to be answered in rote fashion.

In the newer, "inquiry" approach to the social studies, data (information) are presented to the learner for questioning and discussion, resulting in an understanding of selected dimensions of key social science concepts rather than that the student is just being required to remember terms and their definitions. Furthermore, there is now a much greater use of role-playing, simulation, group work, independent study and multimedia materials rather than reliance on a text.

In all the series reviewed, particularly if one reads only the rationales in teacher's guides, publishers and writers seem to be fully aware of the newer configuration of social studies materials as well as the newer teaching strategies. However, there is wide variance in the extent to which the pupil's materials lend themselves to the newer "inquiry" teaching strategies, especially at upper elementary levels (grades 4-6). At the upper levels, a considerable amount of the old content has been retained, and teachers may continue to be plagued by "the amount of materials to be covered"; moreover, the content is frequently presented in an expository fashion that leaves little room for open-ended questions or for hypothesis formation.

In contrast to earlier social studies textbook series, the new series examined devote more attention to such matters as giving students and teachers a choice in establishing objectives, selecting content and evaluating student progress, particularly at primary levels.

Similarly, one finds in the new series much more variety and flexibility in objectives to be attained, as well as in content, methods and activities. Again, in most of the materials examined, these appear to be more fully developed at primary levels than at the upper elementary grades. Notable exceptions to this generalization would be two textbook series in which variety and flexibility characterize all grade levels.

The active involvement of the student and teacher in the learning process, in which student-to-teacher and student-to-student dialogue is built into the materials and lesson plans, is found in most of the newer materials examined, especially at the primary levels. This feature is more prominent in those series that remain faithful to their objective of creating "inquiry-oriented" materials. These materials allow or provide structured situations in which the students can acquire experience in comparing, contrasting, classifying, inferring, interpreting, deducting, judging, predicting, and forming hypotheses, rather than merely memorizing and reciting. Here, one finds less of the wordy, long, fact-laden narrative and more of thought-provoking discussion, with questions like: "What does this picture mean? What are these people doing? Why? What do you think the best solution to this problem would be?" Such questioning urges the pupil to make tentative decisions on the basis of limited data, rather than choosing the "right" answer, which was the final goal of the teacher and the learner in the older methods of teaching.

Directing the student's inquiry toward real-life situations is also to be found in the newer materials, with emphasis on such themes or persistent problems as intercultural understanding, racism, poverty and ecology.

While the discussion above deals primarily with the newer cognitive schemes found in new materials, attention to the affective domain is also an important dimension both of the published rationales and in the content development of most of the new series. The examples used expose students to the value component of choice-making situations and help them appreciate the conflict that exists in choice-making.

The characteristics of the newer "inquiry" approach can best be illustrated by a detailed examination of one of the more carefully developed units from one of the series. Although the illustrations, in the cognitive and affective domains, show the characteristics of the inquiry approach, the reader should be aware of the fact that the committee does not believe that all the objectives as they are stated or to be developed are clear, relevant, meaningful or accurate.

In an early unit at Level 1 in the series examined, one finds in the teacher's guide that the unit will deal with "WANTS: (Economics)"; however, the unit's title is stated in an open-question form: "What Do People Want? Can People Have All That They Want?"

Objectives for the unit are given as follows:

Human wants are unlimited in number, different for different people,

and are always changing. People have unlimited wants and limited resources.

In making wise choices in satisfying its basic wants, a family can satisfy more of its other wants.

People can use the money they earn from working to buy goods and services, or they can save it for future use.

The money that is set aside for use in the future is called savings.

When people buy goods and services, they help other people earn money to buy goods and services. Thus, people are dependent upon one another, economically.

People who work for money are producers of goods or services. Everyone is a consumer.

After people have satisfied their basic wants of food, shelter, and clothing, they try to satisfy other wants that help them enjoy life more.

However, under the inquiry approach, these generalizations are not found as expository statements in the student materials. Instead, these are generalizations which the pupils are expected to generate as a result of the many activities suggested for the unit. For example, the manual suggests: "Use examples within the experience of the children to demonstrate the difference between goods and services. Ask, 'When you go to the doctor or the dentist, does he do something for you? Or does he sell you a product? When you have your haircut, does the barber perform a useful service?' "

In the "opening" section of the teacher's "Lesson Development," the guide states the following:

> People everywhere are faced with the problem of having unlimited wants and limited resources. Moreover, their wants are diversified in kind and are always changing. The illustration shows a preadolescent boy dreaming about all the things he wants. If all these wants are satisfied in one day, the next day his dreams would contain just as many wants.

Here, again, in true "inquiry" fashion, the class discussion centers around what students can "infer" or "speculate" about what the picture means since there are no expository statements about the picture in the student's materials. The discussion centers around questions about the picture, suggested in the teacher's guide, such as: "What kind of expression is on the boy's face? (wistful). Could all these things belong to him? Do you think he is likely to get everything here? If he did, do you think his wants would be satisfied? Why not? Could he drink pop, and eat the hot dogs and apples in any afternoon? Then what would happen? Would you like to have most of the things here? Would you be satisfied and never want anything again if you got all of them? Why? Does everyone in the class want everything in the picture? What other things would you rather have?"

From the example above, it is evident that the teacher is engaged in

helping pupils toward an understanding of the unlimited and changing nature of human wants and the necessity of choice-making. Subsequent lessons are constructed in a like fashion in which printed, descriptive and expository narrative is kept to a minimum, with key concept words underlined and with many open-ended questions that involve the student in higher cognitive skills than that of merely remembering.

In this connection, the teacher's guide describes where in the student's lesson or unit specific cognitive skills are being developed. For example, the guide states that the following economic understandings will be the focal point for developing such skills as comparing, contrasting and analyzing: "wants relative to changing needs and income," "priority of choices and wants of family members," "immediate spending and deferred spending." A similar pattern is followed in the development of such skills as associating, relating and integrating one idea or concept with another.

Along with the attention focused on the development of basic economic concepts and cognitive skills, the development of the affective domain is another important aspect of the new "social studies." The guide under examination contains a section entitled "Values and Behavior Traits." The following are listed as affective goals for the unit: "appreciating that choices have to be made in satisfying a person's wants; appreciating that parents generally choose to satisfy wants that will benefit all the family before satisfying their personal wants; and appreciating that people buying goods and services help other people satisfy their wants." To illustrate the last-mentioned affective goal, the pupils are asked to discuss such questions as the following: Is it good for people to save all the money they earn? Why or why not?

Recognizing that most teachers lack sufficient preparation in economics, the teacher's guide discusses the basic concepts to be developed and outlines the course of their development as each phase of the lesson is approached. Blue overprinting on the pages of the teacher's copy of the student's text is used to give additional information and teaching suggestions. Also, in the discussion question section, one frequently finds that parenthetical explanations have been included by the authors to help the teacher keep the discussion "on track" as well as focus on the appropriate "economic" response expected to come from the students.

Finally, it should be noted that the stress upon "inquiry" modes of teaching and learning, as illustrated above, necessarily places a great importance upon a close relationship between the teacher's guides and the pupil materials. Consequently, it is difficult, if not impossible, to consider the two separately. Frequently, the committee found that materials using the inquiry method required careful coordination of the materials in the pupil's text and the teacher's guide.

Structural Development

Inadequate Development

The absence of a model showing economic concepts and their relationship may result in the omission of key concepts and would seem to preclude

the spiral development of concepts. For some of the series, there does not seem to be a structural development of conceptual understandings. It would seem that so-called understandings from the various disciplines were identified and tabulated after the materials were written rather than being carefully planned beforehand.

In some of the textbook series examined, almost any term which has an "economic" implication has been listed as content from the discipline. For instance, in one series economic "facts" are presented as economic concepts. Examples include: "mining, farming, oil, and sheep, as economic resources"; "hunting and farming as economic resources of the Bantus of the Congo"; "mining and plantation products as resources of the wet tropics"; "Singapore, as a major port in Southeast Asia."

Such facts have always existed in elementary social studies texts; but to classify such facts now as content under economics, sociology, political science, etc., is deceptive and does not result in the presentation of meaningful economic relationships and processes.

Older, familiar ways of dealing with such topics as basic needs—food, clothing and shelter—still persist in many texts and tend to complicate an intelligent consideration of such concepts as "unlimited wants," "limited resources" and "decision-making." The prolonged, arbitrary and sermonizing discussion in texts about differences between the needs and wants of people is not consistent with current learning theory. Rather than having students focus on the decision-making process itself, the authors tend to tell students what their choices "must be" or "ought" to be.

Similarly, the old idea of "interdependence" becomes distorted when the general outcome of the text and teacher discussion ends up with the generalization that "we need each other," as though people engage in productive activities for only altruistic motives.

Although these terms may appear familiar to the social studies teacher, it is also possible that the different and more precise way in which the economist uses such concepts may be ignored or missed entirely by the teacher. Hence, there may be little or no contribution toward an understanding of economics. This danger becomes an even greater possibility when the economic aspects of these older social studies topics are discussed only in the publisher's rationale or in the teacher's guide, but are not dealt with more precisely in the student's text.

Attempts, even by the most conscientious writers of the new social studies series, to blend economic concepts into such familiar older topics as "basic needs," "interdependence" and "natural resources" have not been too successful. It is regrettable that authors did not have what the historian, Henry Commager, called "the courage to exclude" much of the trivia of the old, as well as the courage to embrace the ambitious dimensions of the "new social studies."

Spiral Development

Some of those series that attempted to deal with generally satisfactory economic concepts encountered other difficulties. One of these difficulties was the sequential development of concepts. One series, employing a scope and sequence chart, purports to show the development of major themes with-

in the separate disciplines. However, there does not seem to be a "spiral" development of ideas for any of these disciplines. For example, at Level 2, the authors presented "the relationship between the deterioration of a community and the loss of *supply* or lack of *demand* for the community's product"; and at Level 3 they discuss "the relationship between supply and demand and employment." But, "supply and demand" are not defined until Level 4. The matter of relative scarcity, "when a society's wants and needs are greater than available resources," is not discussed until Levels 5 and 6.

In yet another approach, a publisher has chosen to place greater emphasis on one discipline at particular grade levels, so that one grade level deals primarily with geographic concepts and skills, another works primarily with concepts from anthropology, etc. In this series, one finds a remarkably logical and sequential development of a number of economic concepts at the fourth-grade level. There is a carefully structured development of such concepts as work, income, specialization, exchange, the market and interdependence, in which each of the concepts is linked with all others.

Although the series just cited is an excellent example of the structural approach, the committee felt that economics received too much emphasis at one grade and too little emphasis at prior and subsequent grades. The presentation might be strengthened by developing the economic concepts over a number of grades, thereby reinforcing students' understandings.

In another series, teacher teams on the committee experienced difficulty in making the transition from the economic content of the primary grades textbooks to that of the intermediate grades. The primary grade texts contained a well-planned discussion of needs and wants, working and earning, and producing. But, the intermediate grade texts commenced with a rather complex presentation of public finance and per capita wealth at grade four. Moreover, the unit opens with an imposing glossary of economic terms for which little or no preparation or groundwork had been laid in earlier levels. Once again, there is a distinct dichotomy between the way in which economic content is presented in the primary grades and the way in which it is dealt with in grades four, five and six. The overabundance of content at the intermediate level, including such sophisticated economic concepts as comparative economic systems, GNP and the interaction of supply and demand, is probably due to a failure to structure the new social studies curriculum with the focus on the spiral development of basic social science concepts and on the essential ingredients of the inquiry approach.

Interdisciplinary Approach

The lack of structure also was evident when the textbooks included concepts from several disciplines in one short lesson. For example, one series used the large umbrella-type topics, "Families and Their Needs," at the first-grade level, with the topic subdivided into such conventional topics as "families," "food," "clothing" and "shelter." These topics are then discussed in terms of their anthropological-sociological, economic, geographic, historical and political dimensions. This approach results in a "fractured" or "atomized" understanding on the part of the child of any of the concepts from the disciplines.

In this same series, the approach used by authors tends to blur important conceptual distinctions between social science concepts. For instance, from an examination of the two-page spread on families and food (three pictures), one learns that: (1) one of the functions of the family is to provide food for its members, and (2) the kinds of food people eat may be determined by personal preference, tradition, cost and availability. These statements are identified as concepts from anthropology and sociology. In the chart of understandings categorized by discipline, this second understanding is repeated, word for word, under "economics."

In grade four of the same series, under anthropology-sociology, the author notes that "The Hopi Indians do not settle disagreements in the same way we do." This same understanding is repeated under "economics" and "political science."

Separate Discipline Approach

From the viewpoint of both structure of content and method, the committee found that those series which dealt with a few concepts from each discipline at a time were more successful than those series that tried to fit all or many disciplines into a larger, more inclusive framework.

The series format described below is typical of those isolating the discussion of economic concepts and relationships into separate units: at Level 1, Unit V deals with "The Things We Need" and Unit IV with "The People Who Help Us"; at Level 2, Unit VI deals with "Families Earn and Spend," while at Level 3, Unit V deals with "Communities and Their Wants." Similarly, other units at each of the levels deal separately with concepts from other social science disciplines.

Use of this approach does not mean that publishers have abandoned the overall idea of Paul Hanna's expanding horizons (see the next section), nor does it mean that they have set up minicourses in economics at each grade level. Instead, they have removed the constraints of simultaneously having to incorporate concepts from a number of separate disciplines into a given framework and they have focused on the development of economic concepts and related content at some point, with content and associated concepts from other social sciences being developed elsewhere.

Although there may be fault with the concepts chosen to be developed by the two publishers cited above, there is not the disconnected, randomlike mixing of concepts from several disciplines. Furthermore, it becomes easier to demonstrate linkages and relationships between economic concepts when these concepts are not mixed into older, less discriminating frameworks.

Expanding Horizons Approach

Despite the claims of a newer, interdisciplinary or multidisciplinary approach to the social studies, the conventional pattern associated with Hanna's "expanding horizons" concept continues to dominate the elementary curriculum. Conceptually, this pattern involves a set of "concentric circles," which begins at primary levels with the individual and his immediate environment—the "self." There is then a movement outward to "the family," "the school," "the neighborhood," "the city," "the state," and "the nation,"

culminating in "our world neighbors" or its equivalent at the upper elementary levels. The content of history, geography and some civics are the major social studies areas. Within this older, familiar format, the publishers are attempting to introduce and develop major concepts from the social science disciplines.

The similarity of the content pattern at various grade levels for several of the textbook series examined is shown in Chart II. Although there are some variations, it can be seen that the older, "expanding horizons" model for topical development dominates most series.

CHART II

Content Pattern of Social Studies Textbook Series

	Series A	*Series B*
Level 1.	Family Studies	Families & Their Needs
Level 2.	Local Studies	Communities & Their Needs
Level 3.	Metropolitan Studies	People Use the Earth
Level 4.	Regional Studies	Regions & Their Needs
Level 5.	United States Studies	This Is Man
Level 6.	Inter-American Studies	Man & Society
	or	or
	Atlantic or Pacific Studies	Man & Change

Series C

Level 1. Seeing Near and Far
Level 2. Observing People & Places
Level 3. Comparing Ways and Means
Level 4. Investigating Communities and Cultures
Level 5. Asking About the U.S.A. & Its Neighbors
Level 6. Learning About Countries and Societies

	Series D	*Series E*
Level 1.	People at Home	Working, Playing, Learning
Level 2.	Families and Social Needs	People, Places, Products
Level 3.	Communities and Social Needs	Towns and Cities
Level 4.	Regions and Social Needs	Regions Around the World
Level 5.	Social Studies & Our Country	The American Adventure
Level 6.	Social Studies & Our World	The Story of Latin America

Series F

Level 1. Man & His Families
Level 2. Man & His Communities
Level 3. Man & His Cities
Level 4. Man & Regions of the World
Level 5. Man & U.S. and the Americas
Level 6. Man and the World

The scope and sequence of traditional subject matter included in elementary social studies, K-6, does not seem to provide a suitable framework for inserting basic concepts from each of the social sciences and for developing the "inquiry processes" in teaching-learning strategies.

SECTION 6

Conclusions

1. *There is increased coverage and more systematic treatment of economic content in new textbook series.*

The committee's opinion is that the social studies textbooks examined in this report represent a major effort on the part of most publishers to include more economic content and to present it in a more systematic manner than was formerly the case. Even though shortcomings exist in most of the materials examined, the committee feels that the publishers should be commended for their involvement in the development of a new social studies curriculum, with the new curriculum involving significant changes in both content and pedagogical techniques.

2. *The most systematic treatment of economics is in the textbooks for primary grades.*

Although considerable variation exists among the textbook series, overall there was a more adequate development of economic concepts at the primary level than at the intermediate level. Generally, concepts were defined more precisely; there was a more systematic development of important dimensions of concepts; and there was more development of relationships between concepts.

Several reasons may account for the more systematic treatment of economic concepts at the primary level. First, the concepts included for treatment in the lower grades were less complex than those introduced at the higher grades. Second, in the primary grades, the focus is on the individual or the family rather than on geography and history as is more often the case in the intermediate grades. The topics normally handled in the primary grades lend themselves much more readily to the introduction of economic concepts than is the case for topics conventionally presented in the intermediate grades. Third, the format provided by the pioneering work of early authors of economic materials may have influenced the development of subsequent textbook series. Unfortunately perhaps, the earlier social studies textbooks were developed for only the primary grades.

In any case, the treatment of economic content in the primary grades still could be strengthened in several important respects. The authors might spend less time in exploring simple terms and in developing unimportant or irrelevant concepts and might spend more time strengthening the development of simple relationships among key concepts. The authors overlook important opportunities to reinforce the student's understanding of a small number of key concepts (scarcity, choice-making). Generally, such concepts are developed in the context of family decision-making, where the analysis

is restricted to the selection of consumer goods, and the decisions relating to saving and taxes are omitted. The treatment of these economic concepts could be further strengthened through the use of the concept of opportunity cost. A few authors introduced this concept, but none provided students with examples or illustrations involving its application.

3. *There is inadequate treatment of the market system in the intermediate grade textbooks.*

Four textbook series in Category One attempted to introduce students in the intermediate grades to the market system. Except for one of the series, the members of the review committee did not consider this a very successful undertaking.

The discussion of the market system represents a sharp departure from the content of the primary grades, involving an examination of broad economic questions and the use of much more sophisticated, complex and technical concepts. To compound the difficulties, teachers and students are not provided with sufficient background information on the specific objectives to be attained in the sections on the market system.

The authors seem to be unsure of their own objectives. They do attempt to deal with important economic ideas or concepts, including those contained in the second major classification in Chart Ib. But the content is presented in a disoriented and unsystematic manner; rationales needed for the introduction of important topics are not developed; and there is a misuse of technical concepts which are undefined or inadequately defined, and which perhaps ought not to be included because of their complexity.

A discussion of the market system at the intermediate level does provide opportunities to expand and extend the development of economic concepts or topics introduced in the primary grades. The fact that development did not occur in important instances was viewed as a major weakness of the textbooks for the intermediate grades. At the end of the intermediate grades, students still may not view scarcity as a social condition; they may still view choice-making solely as done by an individual in isolation rather than viewing it through institutions that make up an economic system. In particular, the importance of the factor market and forces determining the distribution of income among households probably still remains a mystery to students. In most cases they will not appreciate the rationing function of prices or the relationship of supply and demand to price. Also, students should be made aware of some of the standards by which the market system may be judged: efficiency and equity. In turn, they should understand that government's responsibility for the operation of the economy extends beyond that of simply balancing income and expenditure.

4. *There is lack of structure of economics: Category Two.*

This committee interpreted the use of the structural approach in the development of the content of a discipline to require *both* the development of basic concepts and their fundamental relationships.

There was no solid evidence that a high priority was assigned to the structural approach in the textbook series included in Category Two, espe-

cially at the intermediate grade level. In some textbook series, the focus was on descriptive statements rather than on concepts and their relationships. In other series, concepts were listed but not identified by disciplines; or if so identified, the treatment consisted of a discussion of the dimensions of the concepts and not of the relationships between the concepts.

Special problems evidently confronted authors of those textbook series in which the focus is on concepts per se, and not on their interrelationships. Evidently, conventional social studies content mainly dictated the selection of economic concepts to be developed. At least for these textbook series, the use of this approach for the selection of concepts did not ensure that those chosen would be "basic concepts"; it did not provide a meaningful order for their presentation; it did not, in a number of instances, lead to the development of important dimensions of concepts and the relationship of one concept to another.

5. *Materials are marred by inadequate or inaccurate definitions and by errors of analysis.*

Authors often tended to provide examples in place of definitions for certain terms and concepts (goods, services, resources). Such concepts as money, capital, demand and supply also were inadequately defined or in some instances incorrectly defined. In other cases, such concepts as money and income were used interchangeably, with the possibility that students would draw incorrect inferences. And it was quite common to find erroneous statements and unsupported conclusions in the treatment of price determination.

6. *Three major considerations accounted for the general inadequacies of the textbook series.*

They included: (a) the absence of a well-developed economic model, illustrating the basic concepts, fundamental relationships among concepts, and a pattern of spiral development; (b) the lack of a new content framework in which concepts can be meaningfully presented in terms of the experience and developmental stage of the learner; or (c) the continued use of conventional content without sufficient restructuring or reinterpretation of this content to fit the newer demands for conceptual development as well as demands for "inquiry" learning processes.

SECTION 7

Recommendations

1. Considerable variation exists in the treatment of economic content among textbook series. A person analyzing current textbooks may find it difficult in many instances to determine: (*a*) exactly what concepts are economic, (*b*) the priorities assigned to various concepts, (*c*) which dimensions of these concepts are to be developed, and (*d*) the relationships between the concepts. In too many cases, concepts seem to be selected on a hit-and-miss basis, with no apparent structure existing for their development.

Because of such variations, the authors of this report feel that a high priority should be assigned (for each series) to the development or improvement of economic models that contain the fundamental ideas and key relationships to be developed in the elementary grades. The economic models could take the form of Chart I, as developed for this report. Such a model is particularly needed for the guidance of editors and authors in their sequential development of concepts within and among grades. This is especially the case for the intermediate grade level.

Once developed, the economic model should be included in the teacher's guide in order to provide teachers with a perspective extending beyond their particular grade level. Submodels containing economic concepts, their dimensions and their relationships should also be provided for each grade level. It would be most helpful if these submodels were accompanied by a carefully developed list of economic understandings or objectives to be achieved by students.

2. In most textbook series the teacher is provided with only a list of economic concepts, per se, or else provided with a list of factual statements in lieu of economic understandings or generalizations. The typical elementary teacher who lacks formal preparation in economics needs more specific information on the dimensions and relationships of economic concepts to be developed.

3. Teachers also would benefit if they were provided with a carefully written but brief statement or overview of the economic content to be developed at their grade level. Since many of the concepts now labeled as economics have been part of the traditional social studies curriculum, teachers are likely to continue to treat them in the traditional manner unless they understand the new context in which they are to be developed.

4. The treatment of economics in the textbook series also could be strengthened by more careful editing by economists.* They could identify and correct improper and imprecise use of terms, unsupported or misleading statements, improper substitutions of examples for definitions, and the omission of simple but important relationships between concepts.

*Ideally, this should be done by an economist associated with the economic education movement. Many college economists have an unrealistic notion of what can and should be taught at the precollege level. Staff members of Centers and Councils on Economic Education, or those who have worked with these organizations, might be asked to help.

APPENDIX A

Textbook Series Examined in Evaluation Study

*Indicates that the series is included in Category Two.

1. American Book Company—*Exploring the Social Sciences*

The elementary social studies series called "Exploring the Social Sciences," published by the American Book Company, admittedly contains both traditional and inquiry-oriented material. Seeking to provide both inductive and deductive learning experiences, the series uses a multidisciplinary approach, stressing, at relevant points, concepts and generalizations from history, geography, sociology, anthropology, archaeology, political science and economics.

While much of the material presented is expository, questions employed are designed to encourage pupils to work at higher cognitive levels as well as to test knowledge and comprehension.

Authors: O.L. Davis, Jr. and John A. Blough Copyright: 1971

*2. Allyn and Bacon, Inc.—*Concepts and Inquiry: The ERC Social Science Program*

A comprehensive social science program extending from kindergarten into the junior high school has been published by Allyn and Bacon, Inc. under the overall title "Concepts and Inquiry." As the series was developed over a ten-year period by the Educational Research Council in Cleveland, the publishers claim this to be the most thoroughly field-tested social science program ever developed for American schools.

All materials are paperback without grade designations. As the title suggests, the program is designed to be a planned, sequential and cumulative social studies curriculum which would teach those concepts which make up the substantive content of the various social science disciplines as well as develop skills in the use of inquiry by pupils.

The program is interdisciplinary rather than multidisciplinary with history and geography serving as the major vehicles by which children examine the other social science disciplines—political science, economics, anthropology, sociology, philosophy, religion and psychology. Concepts from these disciplines are identified by symbols in the teacher's guides rather than in the body of the pupil's materials.

Prepared by the Social Science Staff, Educational Research Council of America. Director: Raymond English Copyright: 1971

3. Benefic Press—*Man in a World of Change**

Entitled "Man in a World of Change," this is a new social studies program for grades 1-6. Interdisciplinary and inquiry-oriented, the content is organized into "Data Bank" and "Investigation" sections in each pupil book to encourage more active involvement of the learner in higher cognitive processes of observing, comparing, classifying, hypothesizing, interpreting and generalizing.

The overall organization of content follows the "expanding horizons" pattern from "Man and His Families" in grade 1 to "Man and the World" in grade 6. The inclusion of selected concepts from the disciplines of history, anthropology, sociology, political science, economics and geography is indicated by the use of symbols before each unit heading in the table of contents as well as on the title page of each unit in the pupil's text and further identified by page references in the teacher's guides. The sequential development of such social studies skills as map and globe reading and interpretation, chart and graph reading, use of time lines, understanding chronology, and using reference sources is also an integral part of the program.

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*At the time of this study, materials were available only for grades 1-4. Consequently, textbooks for grades 5 and 6 were not examined. For all other series in this report, textbooks were examined for each of the grade levels, 1-6.

Authors: McCall, Stanek and Rapparlie Copyright: 1971

*4. The Fideler Company—*Man and Communities* Program

The "Man and Communities Program" for social studies K-7, published by The Fideler Company, is a new program for grades K-4 and a revision of earlier materials at the upper elementary levels to form a "core" program. Major objectives are to help each student to (1) develop a positive self-image, (2) build constructive values and attitudes, (3) develop thinking ability, and (4) discover and explore socially significant concepts the student can use throughout his or her life.

The goals of the program are the development of thinking through inquiry and discovery, the development of understandings of significant concepts and generalizations, the development of "constructive" values and attitudes, and, finally, the development of skills.

Nine structural concepts, or "great ideas," with related facts and generalizations, provide the basic content framework for the Man and Communities Program. These are: cooperation, rules and government, loyalty, language, education, using natural resources, tools, division of labor, and exchange.

Editors: Carol S. Prescott and Marion H. Smith Copyright: 1970

*5. Field Educational Publications, Inc.—*Field Social Studies Program*

The "Field Social Studies Program," K-6, begins with a multimedia kit for kindergarten and becomes a series of hardbacked textbooks for grades 1 through 6. Under conventional titles, at least from grade 3 upward, the

program claims to apply an inquiry-conceptual approach to the social studies. Concepts or understandings from the social science disciplines are identified in teacher's editions but not identified as such in the pupil's texts. History and geography are the major vehicles for presenting understandings from the several social science disciplines.

Program Directors:
Dr. Richard E. Gross and Dr. John U. Michaelis Copyright: 1970

6. Harcourt Brace Jovanovich, Inc.—*The Social Sciences: Concepts and Values*

"The Social Sciences: Concepts and Values" is a complete program, developed, written and produced by the Center for the Study of Instruction, a research and curriculum development division of Harcourt Brace Jovanovich.

This textbook series, planned for kindergarten through grade 9, is color-coded to indicate levels K-6. The content is drawn from the social sciences—anthropology, sociology, geography, economics, history and political science. This content is then structured vertically and horizontally along five conceptual (cognitive) schemes which provide the overall scope and sequence of the series. Here, concepts from the social sciences are the basic means of "ordering" the curriculum rather than older topic-centered or fact-oriented approaches.

Teacher's editions, entitled "Principles and Practices," put strong emphasis upon both conceptual development and learning processes. The publisher claims extensive field-testing of materials and has an imposing list of consultants from the social sciences.

Center for the Study of Instruction:
Paul F. Brandwein, President Copyright: 1970

7. Laidlaw Brothers—*Concepts in Social Science*

The Laidlaw social science textbook series is entitled "Concepts in Social Science." Utilizing the expanding horizons approach, the program embraces the newer conceptual, inductive and interdisciplinary approaches to the social studies.

While the text titles appear familiar, the series reflects a thorough revision of earlier materials, particularly with the introduction of an alternative text, *Using the Social Studies*, at 4th-grade level. While the teacher's editions at all levels contain special discussions of the several social science disciplines, the work of the economist, the anthropologist, the geographer, etc. is an integral part of the pupil's texts at levels five and six. This is also the case for the alternative text, *Using the Social Studies*, which may be used in grade 4 and above.

Authors: King, Bracken, Sloan and Rudman Copyright: 1972

8. The Macmillan Company—*Social Studies: Focus on Active Learning*

The Macmillan elementary social studies series entitled "Social Studies: Focus on Active Learning" is entirely new. A principal goal of the series is to involve the learner more actively in his own learning processes. Interdisciplinary in approach, the program provides for a close working relationship between the lessons and the teaching strategies set forth in the teacher's editions.

Equal attention is given to learning processes and skills acquisition as well as to concept presentation and development. Optional materials such as sort cards, role and game cards, films, and display prints and puzzles are available to supplement the program at each level.

Senior authors: John Jarolimek and Bertha Davis Copyright: 1971

9. Scott, Foresman and Company—*Investigating Man's World*

The Scott, Foresman elementary social studies series entitled "Investigating Man's World" is a thorough revision of earlier materials, particularly at primary levels. Presented as a multidisciplinary, conceptually structured and inquiry-oriented program, the content is drawn from concepts and generalizations from the social science disciplines of anthropology, economics, geography, history, political science and sociology.

This textbook series deals with basic concepts and generalizations from each of the disciplines at each grade level in a spiral fashion in terms of the development of the learner and the "expanding horizons" design. Equal attention is given to the development of learning processes and study skills. At upper levels, softback "modular units," each emphasizing a particular social science, drawn as a unit from the hardback text, are available.

Authors: Hanna, Kohn, Lee and VerSteeg Copyright: 1970

*10. Silver Burdett Company—*Contemporary Social Science Curriculum*

While the Silver Burdett Company has produced a new "Contemporary Social Science Curriculum" which extends from kindergarten through junior high school, these reviewers were concerned only with those texts for K-6.

Certain basic concepts and generalizations from the social sciences provide the organizational framework of the curriculum. The use of case studies, inquiry methods and original source material are all included in the guidelines for the program. In addition to history and geography, material from other social disciplines is also included in what is called an interdisciplinary curriculum. A systematic skills program which involves various levels of learning processes is also described in the guidelines for the program.

Chairman: V. Phillips Weaver Copyright: 1972

APPENDIX B

Personal Data of Major Researchers on the Committee

Donald G. Davison, Chairman of the Committee to Evaluate Elementary Social Studies Textbooks, is currently Executive Director of the Iowa Council on Economic Education, Director of the Center for Economic Education at the University of Iowa, and a Research Associate with the Bureau of Business and Economic Research at the University of Iowa. Before joining the University of Iowa in 1963, Mr. Davison taught economics at Cornell College in Mount Vernon, Iowa (1958-1963), and was Head of the Department of Economics at Hastings College in Hastings, Nebraska (1956-1958). He served as Executive Director of the Iowa Clergy Economic Education Conferences from 1966 to 1971, was Associate Director of the NDEA Institute in Economics at the University of Nebraska in the summer of 1968, and acted as Consulting Economist and Executive Director of the Des Moines Developmental Economic Education Program from 1965 to 1969. In 1969, Mr. Davison was a Staff Member and Economics Consultant in the Economic Education Program in Cotabato, the Philippines. He has been a staff member of the Iowa Manpower Development Institute, the NDEA Institutes in Economics held at the University of Iowa in the summers of 1966 and 1967, and a participant in the Economic Education Research Workshops held at Carnegie-Mellon University in 1969 and at Purdue University in 1971. Donald G. Davison is co-author (with John H. Kilgore) of the following publications:

The Primary Test of Economic Understanding. Iowa City: The University of Iowa, 1971.

Primary Test of Economic Understanding: Examiner's Manual. Iowa City: The University of Iowa, 1971.

Economics in Our World: Teacher's Guide. Bedford Hills, N.Y.: Teaching Resources Films, 1971.

Goods, Services, and People. New York: Joint Council on Economic Education, 1967.

The Child's World of Choices. Iowa City: The University of Iowa, 1968.

Student Activity Book for The Child's World of Choices. Iowa City: The University of Iowa, 1970.

"A Model for Evaluating the Effectiveness of Economic Education in the Primary Grades," *The Journal of Economic Education,* Volume 3, Number 1, Fall 1971.

Mr. Davison did his undergraduate work at Santa Monica City College, Santa Monica, California, and at the University of Iowa in Iowa City, as an economics major. His graduate studies were made at the University of Iowa in Iowa City.

John H. Kilgore has been Supervisor of Social Science, K-12, in the Des Moines Independent Community School District since 1961. Previously, he was Vice Principal of Kurtz Junior High School (1959-1961), social studies teacher and counselor at Roosevelt High School (1955-1959), and teacher of social studies at Callanan Junior High School (1947-1955), all in Des Moines, Iowa. From 1965 to 1969, Mr. Kilgore was Coordinator of the Des Moines Developmental Economic Education Program. He has been a staff member, serving as Social Studies Consultant, in North Central Association Evaluations in five school systems in Iowa and Minnesota. Mr. Kilgore was a participant in an NDEA Workshop for Social Studies Supervisors at Carnegie-Mellon University in 1968, in the Economic Education Research Workshops held at Carnegie-Mellon University and at Purdue University in 1969 and 1971, respectively, and in a seminar for social studies supervisors held in New Delhi, India, in 1966. John Kilgore is a member of several educational honor societies and organizations, and is past president of Kappa Delta Pi, the Des Moines Education Association, the Iowa Council for the Social Studies, and the Des Moines Council for the Social Studies. He is a member of the Advisory Board of the Iowa Council on Economic Education. For a list of Mr. Kilgore's publications, see the statement above regarding Donald Davison. Mr. Kilgore did his undergraduate work at Drake University in Des Moines, majoring in social science. His graduate studies in curriculum and supervision were undertaken at Drake University and at the University of Colorado in Boulder.

Larry G. Sgontz is currently Associate Professor of Economics and Director of the Graduate Program in Economics at the University of Iowa, Des Moines. Professor Sgontz has also been a member of the faculty at Western Illinois University and has served as a visiting lecturer at Vanderbilt University in Nashville, Tennessee. In 1968 and 1969, Dr. Sgontz was an economist on the staff of the Joint Council on Economic Education in New York. He was Staff Economist with the Developmental Economic Education Program in Des Moines in 1966 and 1967, and has been Consulting Economist and a member of the Executive Committee of the Iowa Council on Economic Education since 1970. Dr. Sgontz has also served as Acting Director and as Research Associate with the Bureau of Business and Economic Research at The University of Iowa in Iowa City, as Taxation Consultant to the Iowa State General Assembly, and as staff member of the Institute for Economics Teachers in Negro Colleges and Universities. Professor Sgontz has published over a dozen articles and research reports in such journals as the *Iowa Business Digest*, the *Industrial and Labor Relations Review*, the *Mississippi Valley Journal of Business and Economics*, the *National Tax Journal*, and *Land Economics*. Larry Sgontz did his undergraduate work at the College of Wooster, Wooster, Ohio, and completed his M.A. and Ph.D. degrees at the University of Illinois in Champaign.